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AUTHOR Wells, Elmer
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ABSTRACT

This report identifies the causes of disruption, violence, and vandalism; describes various devices and techniques used to improve security; outlines the roles of security personnel in preventing vandalism; and discusses vandalism-related insurance problems. Student participation and community involvement are presented as two possible methods of discouraging vandalism. (JF)

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Vandalism
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Education U.S.A., a weekly newsletter founded in 1958, has introduced new dimensions to educational journalism in the United States. In addition to the newsletter, which reports major developments in preschool to graduate level education, the editors of *Education U.S.A.* prepare special in-depth reports on current education issues and problems.

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The special reports are prepared when the editors decide that a new development in education is important enough to be covered in detail. *Vandalism and Violence: Innovative Strategies Reduce Cost to Schools* is the 29th report in this series.

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Vandalism and Violence

Innovative Strategies Reduce Cost to Schools

OVERVIEW

In the past few years, school vandalism and violence, once the marks of a few destructive "bad boys" and "psychotics," have taken on the magnitude of a national dilemma. Educators are asking perplexing questions as they tally up the costs--an estimated $200 million annually for vandalism alone:

- What, actually, is the extent of this frightening increase in destruction, arson, theft and physical violence?
- Who, or what, is behind it? Why is it being done? Why have the schools been selected as targets? What are the social implications?
- How can this crime in, around and against schools be stopped? What are the immediate solutions? What are the long-range solutions?

Immediate solutions to most school officials mean stepped-up security. The long-range solutions are educational in nature. Do schools, as one superintendent asked, "just suffer, clean up and repair?" Or, as another asked, "are schools to be converted into forbidding monoliths of security intended to repel all intruders?"

That something must be done, and in a hurry, is apparent. "...It must be recognized that education is the key to everything we hope to accomplish. If we cannot provide a safe environment in our schools, if we cannot protect children from attacks, intimidation and corruption in their very classrooms, I submit we are beaten in the war on crime before we begin," warned Sen. William B. Spong, D-Va., chairman of a Senate subcommittee which recently made a study of crime in the Washington, D.C., schools.

The battle against vandalism and violence is an "ongoing process" in which "much remains to be done," said Supt. John E. Deady of Springfield, Mass. "It's going to require faculty, students, parents and others working out a lot of problems, and, of course, our curriculum will be under continuous study. But the institution still must function as it heals its wounds."

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For the first time since vandalism and violence began to skyrocket several years ago, these truisms are being recognized in a proposed action program at the federal level. In February 1971, Rep. Jonathan B. Bingham, D-N.Y., introduced the Safe Schools Act of 1971 (HR 3101). The aim of the legislation, which Bingham predicted "will be controversial," is to provide federal funds to combat rising crime in elementary and secondary schools through increased security measures and long-range educational programs.

The act, said Bingham, "...does not propose or seek to impose any single or precise solution to the school crime problem. It provides, instead, flexible resources to enable and induce individual school districts to develop and improve their own solutions, based on their own special needs and circumstances, without having to make sacrifices in educational programs to do so."

Most school officials answering an Education U.S.A. query on vandalism and violence in the schools also recognize the truisms that schools must continue to operate as they heal their wounds and must seek long-range solutions aimed at rooting out the causes. (Forty-four districts in 24 states and the District of Columbia, with a total enrollment of 5.1 million students, responded to the mid-1970 survey.) City, suburban and rural school districts reported to Education U.S.A. that they are stepping up programs to make their schools vandal proof, rock proof, theft proof, arson proof, and to find means to protect students, teachers and employes from physical attack. For example:

- Most school districts answering the Education U.S.A. survey reported they are trying at least one or more kinds of security measures. Included were alarms, fences, night lighting, guard dogs, police in the schools, security guard forces, security aides, school-community programs, tougher demands for restitution, late-night hours for custodians and volunteer parents in the halls.

- A 1969 survey made by the Chicago schools estimated the number of security guards in schools had increased approximately 300% to 400% on a national basis. New York, for example, had a 170-man school security force in 1970 at a cost of $500,000. One million dollars was set aside in 1971 to increase the force to 382. And Los Angeles, which had 15 school security agents in 1965, now has a force of 102. The cost: more than $1 million per year.

- In April 1970, the California State Board of Education gave the go-ahead for a 10-member committee of educators, laymen and police officers to hold hearings throughout the state on attacks on teachers and violence in the schools, with the hope of recommending solutions and legislation.

- Many school districts have recently hired a security officer or given security responsibilities to a regular administrator.

- A new International Assn. of School Security Directors held its first convention in Ft. Lauderdale, Fla., in the spring of 1970. Some 70 representatives of schools, school districts and related institutions attended.

- Many school districts report they are ordering new, tough polycarbonate panes for building windows, in spite of their high cost.

- Many districts report they are revising or updating security manuals and policies, including under what circumstances to call police.

- Several states report they are now formulating security guidelines for their local districts.

- A number of districts are pressing for local laws to control outsiders from coming into the schools.

Evidently, many school officials feel the same as Paul T. Engle, chief security agent for Los Angeles City Schools, who warned: "There will continue to be an increase in vandalism and violence the next few years before it starts to taper off. It also may spread to districts not hit already."

Total Cost of Vandalism: An Uncertainty

Although it has been estimated that national losses from school vandalism, window breakage, theft and arson run to $200 million annually, there is no accurate tally sheet. For there is no national repository where such losses are recorded. Nor, apparently, do most states keep any kind of definitive records.

However, occasional surveys have been made by various school districts in an attempt to pinpoint the magnitude of the losses. The best of these is a much quoted survey which has been conducted by the Baltimore, Md., public schools since 1964. It is called the Vandalism Study of Selected Great Cities and Maryland Counties.

The Baltimore report shows that total losses for "miscellaneous vandalism, arson, larceny and window breakage" for 39 cities and 14 Maryland county districts for 1968-69 were $13,646,170. The cities accounted for $12,724,928 of that amount. In the 1967-68 Baltimore report the cities had reported losses of $11,918,603. The counties were not included in that report.

The 39 cities included in the Baltimore study read like a roll call of the nation's urban school districts, but they still represent only a fraction of the total school enrollment. Chicago, for example, was not included. And Chicago's losses for burglary, theft, fires and window breakage in 1969 were reported at over $2 million. This was an increase of 7% from the previous year, which was an increase of 60% from 1967.

Among the cities not included in the Baltimore report were some responding to the Education U.S.A. survey:

- Philadelphia--a $2.5 million loss in 1969.

- Minneapolis--a $50,000 loss in 1969 and a $100,000 loss in 1968.

About 60% of the school officials answering the Education U.S.A. survey said vandalism had increased in their schools. Even those reporting no increase pointed out that costs for security and for replacing buildings, equipment, windows, materials and supplies were steadily going up.

Everett S. Dean, business manager of the Toledo, Ohio, schools, said: "The new Lexan plastic window material, although it is reducing window breakage, keeps replacement costs up because it costs three times [others have reported six times] that of normal glass. However, as more and more windows are replaced with this material, costs should go down."

Another point on the reporting of losses was revealed by the Education U.S.A. survey. Nearly all districts responding reported they do not keep separate records on losses due to carelessness or mischief such as defacing of walls, books and desks. Several districts, for example, estimated that about 50% of the repair cost for instructional equipment is due to misuse of the equipment. This kind of school-hour vandalism, said one official, is due to poor administration. "Many schools have no vandalism during school hours," he said, "because the principal or headmaster is very serious about it."

A Different Look at Loss Totals

The big city districts such as New York, Los Angeles, Chicago and Philadelphia make nationwide headlines when reporting vandalism losses. The gross totals often run into several million dollars annually. But on a per-pupil basis, these cities are usually down on the list.

This is graphically illustrated by the following partial summary of per-pupil costs of vandalism in the 1968-69 Baltimore report:

City	Cost per Pupil	Restitution per Pupil	Net Cost per Pupil
Boston	$4.88	$ .02	$4.86
Cleveland	4.56	.10	4.46
St. Louis	4.59	.16	4.43
Baltimore	3.77	.04	3.73
Cincinnati	3.73	.05	3.68
Newark	3.80	.13	3.67
Milwaukee	4.31	.94	3.37
Louisville	3.08	.01	3.07
New York	2.86	--	2.86
Detroit	2.86	.12	2.74
Minneapolis	2.21	--	2.21
Syracuse	2.47	.26	2.21
Los Angeles	2.31	.28	2.03

It should also be stressed that per-pupil losses rise and fall. They often depend on a school fire, perhaps caused by arson or a riot. Tampa, Fla., for instance, which led the 1967-68 Baltimore report with a net per-pupil loss of $6.72, reported a net per-pupil loss of only 30 cents the year before. The jump was due to a massive increase in fire losses. In other words, the unenviable position of being high on the list of cost per-pupil may depend on luck as much as on security measures.

Loss Figures Grossly Understated?

Bernard Greenberg, researcher on vandalism at Stanford Research Institute (SRI), Menlo Park, Calif., thinks an estimate by the National Education Assn. of $200 million in annual losses is "grossly understated." Greenberg recently completed an SRI-sponsored report on School Vandalism: A National Dilemma. He included in his research the Baltimore report (of 1966-67) plus a survey of 265 California school districts. The survey, which produced 119 responses, representing about half of California's school attendance, was conducted by the California Assn. of School Business Officials. Total losses for the years 1965 through 1968 were listed at $6.7 million, and the districts paid $5.2 million in insurance premiums. The amount recovered from insurance was $3.7 million--for a loss of 70% to the districts.

In commenting on losses from burglary (called larceny in the Baltimore report), arson and property damage (malicious mischief), Greenberg said "...the cost figure is grossly understated because it does not include in all instances losses attributable to burglary, theft and property damage repaired by resident maintenance staffs. Nor does the cost figure take into account costs to equip and maintain security forces and law enforcement costs to patrol and respond to calls reporting incidents. Many school districts carry theft insurance, but the costs are exceedingly high. Where data on selected school districts' theft losses are available, the dollar amounts are significantly high."

Greenberg's point was made in another way by Hugh McLaren Jr., executive director of New York City's Office of School Buildings, in a report on the city's losses. Noting the 1969 loss was $2,266,025 from vandalism-related causes, he pointed out that this did not include defaced walls and desks, broken furniture and fixtures. He said the actual damage is much higher, adding: "If the cost of education lost by children due to stolen equipment, defacements and other damage were to be included, the total would be three times the amount quoted in the report."

An Ominous Trend: More Serious Crimes Escalate

For many years the biggest single vandalism loss has been window breakage. Now this is changing. Larceny and fires--many caused by arson--are moving higher in loss totals.

For example, in the 1966-67 Baltimore report, nearly two-thirds of the districts listed window breakage as the major loss item. One-half of the districts listed the same major loss items in 1968-69. The decrease in window breakage incidents might be due to increasing installation of screens, metal guards, reinforced fiber glass sheets and the more recent polycarbonate sheets, which have an impact strength of about 250 times that of glass. (Yet, since the cost of these sheets is much higher than that of glass, total losses for window breakage remain a major item. In 1968-69 this loss item was $4,361,605 for the 39 cities and 16 Maryland counties in the Baltimore study.)

The shift of higher losses from window breakage to other categories, especially larceny and arson, is ominous. Window breakage is usually asso-

ciated with the "bad boys," the bored kids out for a lark, daring one another to throw the first rock. Larceny and arson are usually associated with more criminal and extremist elements--rioters, organized crime, dope addicts seeking a profitable haul of salable items from schools.

"Schools now have expensive equipment, things that can be sold, like electric typewriters, cameras and other teaching aids. In the old days, there was only chalk, ink and paper. The expensive equipment increases the attractiveness of the building. Some citizens see these things being taken away from the city rather than from their own pockets," commented Henry Scagnoli, structural engineer for the Boston schools. Vincent Reed, former security director for Washington, D.C., schools, says food, especially frozen meat, is also attractive to thieves, because of easy salability.

In comments on the increasing number of fires, many school officials detect a pattern in which fires are often set to conceal burglaries or as part of the efforts of revolutionaries. This was pointed out in May 1970 at a Chicago meeting of the National Assn. of Fire Investigators (NAFI). John A. Kennedy, NAFI president, said the same type of incendiary device has been used in recent years to set fires in university and school buildings across the country. He noted it must be more than a coincidence because no other type of arson mechanism was the same on a state-to-state basis. And there are indications that people either are going from state to state setting fires or are being trained to make the device.

Losses Are More Than Dollars

As noted by McLaren, educational losses must also be considered. So must the losses to society if the schools are brought to their knees by crime within and against their walls.

The point on losses to pupils was poignantly made in March 1970 by Principal Stewart Henley, on surveying the damage and equipment losses to his "beautiful new" Seaton Elementary School in Washington, D.C.

"You're losing record players, you're losing television sets. And they can't be replaced fast enough. You come in and you have something planned, and then you have to get things cleaned up and make the reports and the inventory.... When it happens day after day, it gets on your nerves."

'Anarchist Cookbook' Instructs Students

As if things weren't bad enough, a how-to-do-it book on anarchy is on the market. It instructs in explosives, surveillance, lethal gases, wire tapping, electronic jamming, use of knives, garroting and booby traps and is profusely illustrated with photographs and diagrams. Anachist Cookbook is available through college and other bookstores, according to Lyle Stuart, Inc., of New York, the publisher. It can be bought in hardcover, $12, or paperback, $5.95. A spokesman for the publisher said the book is not a call for action.

Other school officials have pictured the losses in other ways:

- A $60,000 loss in broken windows could pay for eight reading specialists or feed 133 children breakfast for a year.
- A $500,000 loss could finance 10 community schools or other beneficial school programs.
- Vandalism endangers both student and teacher morale, engenders an atmosphere of suspicion, leads to strained relationships and causes undue emphasis on repressive measures.

The Teacher: A Victim Who's Fighting Back

Teaching in a school is twice as dangerous as working in a steel mill, said an article in American School Board Journal. The magazine reported that nearly 75,000 teachers are injured badly enough each year to require medical attention. Most of the accidents, however, are caused by falling on stairs after being jostled by students, falling from ladders while trying to get materials from cluttered shelves, lifting heavy equipment in the wrong manner, trying to break up pupil fights.

But another kind of danger that has numerous teachers uptight is the increasing number of assaults, rapes and other types of attack in the schools. Teachers also object to the constant need for disciplining aggressive pupils, which in some schools takes from 50% to 75% of a teacher's time.

As one New York school official said, after a second rape at knifepoint in his school: "Our staff must be protected at all times in the exercise of duties and so must the students be protected while they attend school." In recognition of the problems, teacher organizations throughout the country are having discipline and other types of security clauses written into contracts they are negotiating with school boards.

In Alexandria, Va., for example, teachers negotiated a tough clause in their contract giving them unprecedented power to expel students. The clause provides that a student expelled by the teacher "will not be returned to class until both the teacher and the principal agree that the issue or action involved in the exclusion of the student has been given disciplinary attention...."

The United Teachers of Los Angeles (UTLA) is also demanding that more security personnel be hired. Robert Ransom, UTLA president, demanded in March 1971 that the school board spend more money on security since it would cost less than repairs for damage caused by vandalism. "There is a further saving that comes about from adequate security precautions," Ransom told the board, "and that is one by which the education program continues undisturbed." He added that board inaction "is allowing some schools literally to be torn down one brick at a time because of lack of effort in the area of security of buildings and other property." UTLA listed $15,964 in vandalism and theft at one school during a 10-month period. "And," reported UTLA, "the school is not in a ghetto. It is not located in a minority community. The school is located in a white, middle-class area of Los Angeles."

DISRUPTION, VIOLENCE AND VANDALISM

Evidence of increasing disruption of school operations--and its by-product of increasing vandalism--is everywhere. The extent of the problem is reported in a series of recent studies.

One study, Disruption in Urban Secondary Schools, published by the Policy Institute, Syracuse U. Research Corp., in August 1970, concluded--not surprisingly--that larger schools have more problems. More interesting was its finding that disruption is positively related to integration and that schools almost all-white or all-black are less likely to suffer from student disruption. In addition to the strong influence of race differences on disruption, the study concluded that integrated high schools with high percentages of black students are less likely to be disruptive, providing they have a high percentage of blacks on the staff.

Another study, A Profile of Large City Schools (1970), conducted for the National Assn. of Secondary School Principals, added broad insight to the problem. It surveyed 700 high schools in 45 cities with more than 300,000 population and concluded that conflict among students and between students and faculty is the most striking aspect of the large city high schools today.

In addition, it found that 31% of the schools experienced student strikes and 27% had picketing or protest marches. Perhaps the most interesting and most controversial conclusion: conflict is most likely in schools in a high socioeconomic status area and with a large number of black students.

The largest survey was conducted in 1968-69 by the House General Subcommittee on Education. It received a 50% response to questionnaires sent to 29,000 public, private and parochial schools. Seventy-eight per cent of the schools responding to the survey said they experienced no protest in 1968-69. Of the 2,710 schools (18%) reporting protest activities, 803 schools said racial issues were involved in the protest.

Two other reports, based upon newspaper accounts, give similar indications of increasing school unrest leading to greater incidence of vandalism and violence.

Alan F. Westin, director of the Center for Research and Education in American Liberties, Teachers College, Columbia U., made a systematic survey of newspapers to determine how many high school disruptions occurred from November 1968 to February 1969. He reported 348 high schools in 38 states experienced some form of disruption during the three-month period. By May 25, 1969, the number of protests had increased to about 2,000.

A similar newspaper survey was made by the U.S. Office of Education's Office of Students and Youth. The results were printed in a summer 1970 issue of I/D/E/A Reporter.

All disruptive incidents occurring between Oct. 21, 1969, and Feb. 28, 1970, were listed. The names of an impressive number of suburban high schools were on the list. An examination of "the 130 most serious cases of disruption" showed:

- 63% of the disrupted schools were located in urban areas, 33% in suburban areas and 4% in rural areas.

- 26% of the disruptions occurred in cities of 100,000 population or less; 11% in cities of 100,000 to 500,000; 8% in cities of between 500,000 and one million; 55% in cities of a million or more in population.

The I/D/E/A Reporter commented: "Smashed windows, fist fights, sit-ins and boycotts make the headlines, but the friction and disappointment that irritate students from day to day are rarely reported. Not until the lid blows off do parents and the public recognize that a precarious condition exists. In fact, many schools, as part of standard procedure for quieting disturbances, attempt to keep all mention of trouble out of the news media. In essence, when one reads about school violence in high schools, he is only seeing the very tip of the iceberg."

How Many Are Being Injured or Killed?

While the foregoing reports give the magnitude of all kinds of disruption and violence in the schools, there is no exact tally of how many students, teachers or other school personnel are being injured or killed. As with vandalism, there is no national repository for such school-related incidents. And, as charged in the I/D/E/A Reporter, school officials seem reluctant to report incidents. This point was stressed by the Senate Subcommittee on Juvenile Delinquency, headed by the late Sen. Thomas J. Dodd.

The subcommittee survey included 110 big city school districts in 1970. It reported that many principals were trying to hush up reports of violence because they feared it would reflect adversely on the school system. The subcommittee disagreed with this tendency. It said hiding the facts only encourages misbehavior.

Teachers, too, often fail to report all incidents. As one observer noted: "Unless a teacher is really hurt or scared by a threat, the incident often is not reported. The teacher is fearful of adverse criticism. He or she might be blamed as the cause of the attack, either by superiors or parents, called a 'trouble maker,' or accused of not being able to maintain discipline. Also, teachers often think they can handle the situation without outside help."

Although reports on violence are scattered and spotty, Dodd's subcommittee concluded that "violence in our public schools has increased dramatically over the past few years." The subcommittee warned, however, that its statistics were too sketchy to express more than a "trend."

The subcommittee reported the following:

INCREASES IN SOME CATEGORIES OF CRIME
IN ELEMENTARY AND SECONDARY SCHOOLS FROM 1964 TO 1968

Category	1964	1968	Per Cent Increase
Homicides	15	26	73%
Forcible Rapes	51	81	61%
Robberies	396	1,508	306%
Aggravated Assaults	475	680	43%
Burglaries, Larcenies	7,604	14,102	86%
Weapons Offenses	419	1,089	136%
Narcotics	73	854	1,069%
Drunkeness	370	1,035	179%
Crimes by Nonstudents	142	3,894	2,600%
Vandalism Incidents	186,184	250,549	35%
Assaults on Teachers	25	1,801	7,100%
Assaults on Students	1,601	4,267	167%
Other	4,796	8,824	84%

Source: 1970 Survey of 110 School Districts
Senate Subcommittee on Juvenile Delinquency

Using these statistics and others to push for his proposed Safe Schools Act of 1971, Rep. Bingham commented: "Crime in most categories at least doubled between 1964 and 1968, and increases as high as several thousand per cent occurred in some important categories in that short time. If anything, those statistics are conservative. Many youngsters are afraid to report crimes committed against them."

About 60% of the districts answering the Education U.S.A. survey reported no increase in physical violence against students and staff. But those reporting increases said the rate ranged from 5% to over 100% in the past few years. Many districts said they are unable to give percentages because they have just started to keep more accurate records so they have no comparisons with previous years.

For example, Seattle reported: "As you will note from the summary of activity, there were 86 disturbances/assault type cases occurring in that school year (1968-69). We cannot give you a rate of increase, in view of the fact that we have just recently kept track of this type of situation."

Philadelphia reported: "On April 1, 1969, we developed a reporting system capable of recording serious incidents affecting schools. Therefore, on April 1, 1970, we could make a comparison analysis of 1970 against 1969.

Results showed that in the three-month period, April-June 1970, there were 74 assaults on students and 32 assaults on teachers, compared with 64 assaults on students and 37 assaults on teachers for the same three-month period in 1969."

Other reports and comments to Education U.S.A. provide a variety of insights as to the magnitude and some of the perpetrators of increased violence. Much of it was blamed on "intruders" and "outsiders."

Gerald Couzins, special assistant, Dept. of Business Administration for the Cincinnati schools, told Education U.S.A.: "There have been incidents of increased violence on pupils primarily by other pupils. Much of this conflict has its origin outside the schools themselves and results from frictions within the community."

Vincent Reed, former security chief for the Washington, D.C., schools, made a similar comment in a television interview. He said the majority of violence and physical attack is from outsiders. "I'm not saying we don't have fights, like you're going to have with 150,000 youngsters," he commented. "But...the vicious type of violence usually occurs when outsiders come into buildings looking for trouble."

James J. Hamrock, supervisor of guidance for the San Francisco schools, commented to the California State Board of Education committee, during one of its hearings on attacks on teachers and violence in the schools: "It has a lot to do with the number of loiterers on the street and the number of people who go into buildings and threaten people and create problems for administrators and teachers.

"One of the biggest problems is drifters who go from school to school to create problems. On an overall basis, we have a very large increase in the total number of suspensions," Hamrock said.

He also noted, somewhat ruefully: "We get thousands of reports on assaults. It's astonishing to see what happens in the elementary grades, teachers being hit and called filthy names, assaulted by little kids who really can't hurt them much. But the thing is, what are you going to do about these kids so they change their way of thinking about things, their attitudes and behavior?"

An insight into the why of the increase in violence against teachers was provided by the U.S. Dept. of Health, Education and Welfare's Urban Education Task Force in a report submitted to former HEW Secy. Robert H. Finch on Jan. 5, 1970. The report, Urban School Crisis, was published by the National School Public Relations Assn. It noted:

"The move from attacks on school property to attacks on school personnel was slow in coming. This is partially because in the beginning there was no support in the home for an attack on the school system in an overt manner. In part, the slowness was due to the student realizing that he was attacking an authority figure who represented his parent. In the beginning, the child sees the teacher as an agent of the parent, a parent surrogate. Psychologically, to attack such a figure was to attack not just authority but one's parent."

What Are the Causes?

What are the causes of increased vandalism and violence in the schools? Many studies on the question have pointed out that the causes are deep-rooted and complex. They cannot be written off, as they so often are, with expressions of shock over this "senseless, wanton destruction."

As pointed out in Urban School Crisis: "The usual reaction of the school system and of the general public to acts of vandalism has been one of anger, not only because of the damage caused and the hostilities expressed, but because of the senseless acts. However, studies of youth violence have indicated--without absolving the perpetrators of responsibility for their acts--that vandalism is not as pointless or aimless as it appears.

"Perhaps," adds the report, "the most serious aspect of vandalism is the set of messages it conveys: that students look upon the school as alien territory, hostile to their ambitions and hopes; that the education which the system is attempting to provide lacks meaningfulness; that students feel no pride in the edifices in which they spend most of their days."

The Syracuse survey describes what might be called a "vicious circle": The basic problem stems from the ills of society. They affect the schools, which are unable to root out the problem. So, many students, unable to perceive positive societal guidelines and with little motivation to become responsible citizens, go back into society to start the vicious circle over again.

The survey listed 10 "societal" and six "in-school" causes of disruption on high school and junior high campuses, which often lead to destruction and violence, and warned:

"It is, of course, absurd to lay all the blame for disruption on the schools. Everyone knows that they import massive doses of social and educational difficulty every day they are open. It is equally absurd to say, in the words of a few very defensive schoolmen, that a school is 'merely a receptacle for problems it does not create and cannot be responsible for.'"

The report lists the following "societal causes" of disruption in schools:

- Violence in America: Students are living in violent times when "...every day physical confrontations between and among humans in America are in the news."

- The success of the civil rights protests of the 1960s: Students have noted that the spearhead of the protests and demonstrations was against unjust, racist laws. This has caused them to believe that when the rules are "wrong," they have a right to get them changed "by almost any means."

- The visibility and apparent success of college protests: These have caused a "ripple" effect from the universities to the secondary schools.

- The expression of ethnic/racial pride: The blacks, chicanos, American Indians are demanding that schools stop hiding behind "administrative fiat" and live up to their promise as equalizers of society.

- Participatory democracy: The establishment of poverty programs in which "...there has been an increasing and unprecedented effort on the part of low-income groups to participate meaningfully in the formation of American public policy."

- Slum life styles: Students, many of them fatherless, live in the depth of squalor, broken glass, predators and deprivation that most Americans cannot comprehend.

- Black revenge: Extortion, bullying and attacks on white students which have a clear racial basis because it is "Whitey's turn to take some heat."

- Racism--black and white: Black students are continually discouraged by constant, imperceptible snubs, glances and petty insults which say "you are second." Whites are considered to be irredeemable racists. So only a black explosion can bring white society to its knees.

- The television generation: Hundreds of millions of television sets daily report violence, how militants operate and the discrepancy between the nation's claims and its practices.

- Situation ethics and the new permissiveness: Authority systems are on trial because of the many double standards in sex, "illegal" drugs vs. alcohol, wealth and poverty, etc. Many students feel they might as well "live it up" because they might get arrested or called by the draft tomorrow.

Tradition of Violence Blamed

The Syracuse survey stresses "violence in America" as the chief societal cause for disruption in high schools. It also notes that while our country has a long history of violence, "...the medium of TV has brought that violence, wherever it has occurred, to almost every dwelling place in the nation."

High school riots in one part of the country, for example, are often televised to another part of the country. As a result, the report notes, "the incidence of violence in America is one thing; the very pungent portrayal of it on TV is another. In terms of behavorial stimuli, the addition of the two is not arithmetic; it may be geometric."

Former Supreme Court Justice Arthur J. Goldberg also referred to our violent society in a major address at the 1970 convention of the American Assn. of School Administrators (AASA). He urged that "...when we justifiably decry violence on the campus, we remind ourselves as adults that students have been brought up in a violent society. Goldberg referred to what he called "grim statistics," which "do not reflect credit to us":

- Assault with a gun increased 77% from 1964 through 1967.

- There are 7,000 gun murders annually in the United States, compared with the combined total for England, Japan and West Germany of about 135 a year.

- Philadelphia, "the city of brotherly love," with two million population, has the same number of homicides as all of England, Scotland and Wales with a population of approximately 45 million.

- When gun registration ordinance was put into effect in Chicago, it revealed 357,598 guns. That was enough to equip 20 full-strength Army divisions with hand weapons. Of course thousands upon thousands of additional weapons were not registered.

Commented Goldberg: "If we ask ourselves: 'Why is there among the young this seemingly terrible breakdown of respect for the power of constituted authority?' perhaps this picture of adult violence is a partial answer.

"Let us in sadness remind ourselves that in no other nation bearing the proud title of democracy have three giants of public life been murdered in the short space of six years: John F. Kennedy, Robert F. Kennedy and Martin Luther King Jr. This is some of the background our students are coping with and more."

In noting that we live in a violent society, many observers also point to the history of our country. For example:

- The Boston Tea Party is often held up to students as a "patriotic act," a sort of punishment for the British in retaliation for an onerous tea tax. Yet what happened was pure vandalism perpetrated by grown men, not college boys.

- Snipers shooting at unarmed civilians and one another--then called "sharpshooters"--killed scores of Orangemen and Irish Catholics during St. Patrick's Day parades after the Civil War.

- We have had--and still have--violent labor and industrial battles or wars in which participants and police have been beaten, shot and killed.

- Black Panthers and the Students for a Democratic Society are criticized today for their excesses. Yet in the heyday of the Ku Klux Klan when violence was just as bad, few, at first, dared to speak against them.

Political Extremists Share Blame, Too

In addition to violent extremists, our country also has a large share of political extremists whose tactics are to confuse and disrupt. This always has the potential of leading to vandalism and violence. These groups have often been described as in favor of "law and order" as long as the sections of the law serve their own purpose.

For example, during the past few years school board meetings all over the country have been disrupted by hecklers during debates over sex education. Many school officials and others, particularly those supporting sex education, have been wakened in the night by threatening phone calls. Such controversies, not limited to sex education, but including taxes, textbooks and racial issues, provide a launching pad for invective and hate for many people.

Richard B. Kennan, former executive secretary of the NEA Commission on Professional Rights and Responsibilities, discussed the tactics of extremists in a talk at the 1970 AASA convention in Atlantic City:

"A frequent tactic of extremists is to ignore major objectives of those they attack and to stress matters of lesser significance. Another tactic is to focus attention on personalities and to avoid discussion of needs....

"The tactics used when extremists attack textbooks often involve mass protests at board of education meetings where unsubstantiated charges are shouted and threats are made against individual board members and teachers. The greatest danger from such attacks continues to be the tendency to select bland, uninteresting teaching materials that will not be objectionable to anybody in the community."

Kennan also noted that often such protesters utilize "hate sheets," containing distorted material, and use the "underground press," radio, television and newspapers to present unfair and untrue statements about schools, school personnel and school programs. They also use "like-minded" editors of local and regional news media to present material undercutting the schools. And often the schools do not have or are not provided opportunity for correction.

The point has been summarized by John Martin, professor of sociology at Fordham U., who has been widely quoted as disputing the idea that kids vandalize just for kicks. He believes vandalism indicates poor school-community relations. For example, a strong antischool sentiment is often found in suburbia, where school taxes are high. The sentiment is transmitted to the kids, who in turn make a target of the schools, he says.

In-School Causes of Disruption

"'If we could just run our own school, it would be peaceful.' Said whimsically, it is a pleasant remark. Said seriously, it is foolish and dangerous," according to the introduction to the Syracuse survey, Disruption in Urban Secondary Schools. Although there are societal causes which spill over into the schools, there are also certain school practices that cause dissatisfaction and trigger disruption, the survey concluded. It listed the following:

- Student involvement in policy: The "healthy debate" and disagreement over how much to involve students in decisions on social codes, dress and grooming, and in the much more complicated decisions on the choice of curriculum.

- Facilities: Obsolete, overcrowded, repressive, noisy facilities, particularly in large urban schools, with attendant noise and fatigue which provide "a ripe climate for disruption."

- Restrictions on behavior: Quarrels between students and staff over restrictions on clothing, hair styles, political activity, student newspapers, racial symbols, smoking, automatic expulsion rules. All these present a problem of whether to permit such behavior (which in the eyes of some persons is "outrageous") as long as it does not disrupt the ed-

ucational process. Such permissiveness is often difficult to sell to staff and community.

- Cross-cultural clashes: Clashes which are more apt to occur in moderate-income, middle-class high schools into which minority students from low-income families are bused. The mix in these and other schools of young people and adults of different ages, life styles, ethnic strands often results in a serious lack of communication. Many teachers and staff, mostly the "old pros," find it difficult to adjust to this rapidly changing chemistry in their classrooms. If they attempt to impose a middle-class life style on the minority students, they are labeled as racist, moralist or worse.

- Classification of students and career counseling: Ambiguity of counseling and test standards, the tracking system, the overwhelming logistics faced by counselors in filling up programs and class levels which make them (the counselors) seem impersonal, mechanical and not caring. And worse, their actions often seem influenced by racial and class prejudice. Such a style of career counseling is a serious in-school cause of deep frustration and unrest.

- The increasing politicalization of schools: Schools which are being "sucked into the important social quarrels of the day" as students note and follow what is going on at college campuses and in the community, and what is being reported by the news media. While "outsiders" are involved, it is "simplistic" to blame the problem entirely on them. Such an attitude will not produce constructive solutions.

About two-thirds of the districts answering the Education U.S.A. survey apparently disagree, at least in part, with some of the points made by other studies. The assumption that a high rate of vandalism is found in schools with obsolete facilities and equipment and low student morale does not hold true in their districts, they answered. While there was little comment on the student morale aspect, answers included: "Newest schools seem hardest hit." "Old schools as well as new schools have been vandalized." "Highest rates are in the newest areas of the city." A school official in Flint, Mich., which has had a widespread community-school program for many years, says most visitors "are astonished at the good condition of schools that are 30 to 40 years old."

Professor Martin, writing in Urban School Crisis, says every incident of vandalism is "both meaningful to the participants and understandable in the terms of the situation in which it occurs." Another contributor to Urban School Crisis, Stanley Cohen, a sociologist from the U. of Durham, England, adds: "The usual terms used to describe various forms of vandalism obscure and discredit what may be the real explanations: If a boy breaks into his school and smashes up the classrooms because he has a grievance against the teachers, it is no help to call his behavior 'wanton' and 'pointless.'

"Most research into vandalism indicates, in fact, that there is something wrong with the school that is damaged. The highest rates of school vandalism tend to occur in schools with obsolete facilities and equipment, low staff morale and high dissatisfaction and boredom among pupils," said Cohen.

Another Cause of Disruption: Dropouts and Pushouts

Many reports agree that much of the vandalism and violence is caused by "thoughtless" juveniles in school. But they also stress that there is a growing number of "outsiders" involved. While some of these "outsiders" are adults, most of them are school-age juveniles. Many are dropouts. But there is also an increasing number of youngsters suspended from school, either temporarily or permanently.

The Dodd subcommittee report called the dropout the "chief troublemaker," who "...returns to his old school to destroy it" because he "harbors a deep fury against the school which, through lack of discipline or lack of interest, has rejected him."

Also involved are the pushouts, the truants--a small but hard core of troublemakers. Henry T. Hillson, president-elect of the New York City High School Principals Assn., described the situation in a Nov. 30, 1970, article in U.S. News & World Report: "As a result of school policies, New York high schools are packed with students who have no interest in education. We have thousands of pupils, literally thousands, who pass no subject. Some have not passed a single subject in two full years. They roam the buildings at will. They come and go as they please, go to classes or not, as they wish. They hang around in the toilets. They disturb classrooms, and we may not do anything about them unless they engage in an act of violence. We cannot even ask the superintendent for suspension. There is nothing anybody can do to get them out of school before they are 21, if they wish to stay."

Hillson made this prediction: "Unless the board of education and the state legislature take action with respect to some kind of control or some kind of special schooling for this disruptive group, within a limited period of years we won't have a good academic high school left in the city. And that goes for every big city where there is a population problem."

Of course, the fact that some of the vandalism and violence is caused by thoughtless, irresponsible kids "out for a lark" cannot be overlooked. When caught, the juvenile's reaction is often much like that of a 16-year-old from a suburban New York district who participated in extensive damage to his high school. He told how he and others laughed as one boy pulled a lavatory sink off the wall. "It's something you think is neat and funny at the moment," he said.

A Boston school official commented: "$118,000 worth of glass breakage isn't even malicious. There's no thought behind it. It's like throwing a bottle into the air, and when it comes down it breaks. Window breakage occurs when school isn't in session. They're not trying to hurt anybody, they just want to break a lot of glass.... Nobody wants to break the first window, but once one is broken the rest go.... It's like graffiti on the wall. Nobody wants to be the first to write something, but once one person does it, pretty soon the wall fills up."

THE QUEST FOR SECURITY

Many school officials answering queries from Education U.S.A. agreed with the conclusions of numerous writers and studies on the subject: Vandalism and violence in the schools mirror a "sick society." They stressed the need for more effective educational programs in schools, home and community to root out the sociological ills leading to vandalism and violence. On the other hand, they also stressed that until educational and community programs become effective, security is a must--a "necessary evil" perhaps--but nevertheless a responsibility of those in charge of the schools. Therefore, school officials must realistically treat vandalism and violence with the most efficient and effective security measures at hand. This means giving first consideration to property and personnel controls to achieve the "maximum security" possible, within the available budget, while waiting for the slower educational programs--if indeed they are ever started--to take effect.

Edward D. Brady, director of security for the Chicago schools, observed: "With 3,000 kids in a high school, it only takes one to create thousands of dollars' worth of damage. But the vandals are very small in number. There's no way to make everybody believe there shouldn't be any crime."

Brady cautioned that educational programs might not be as effective or "the answer," as some critics of "fortress-like" schools believe. Educational programs, he said, more often than not reach the 99% of the pupils who wouldn't vandalize or disrupt schools anyway. "This is why you need devices and guards to protect against vandalism and violence."

Security Goals Changing

Since security cannot be overlooked as a major weapon in the battle against vandalism and violence, what should its goals be? Most experts agree that the goals are protection of physical plant, equipment, supplies and personnel. However, these are not listed here in order of priority. That order is determined by where the problems exist. Actually, security chiefs point out, the emphasis on security is changing. Brady underscored the change in these words: "Most school systems have had plant security personnel for a long time, but now their duties have expanded to personnel security. There is also a trend toward working with the community more."

This "round-the-clock" security was also stressed by others answering queries from Education U.S.A. They saw the need in many areas for increased security while school is in session as well as when schools are closed. This means increased use not only of "protective hardware" but also of people--

guards, police in schools, safety aides and community volunteers. Many responding to the Education U.S.A. survey pointed out that protective devices --alarms, locks, gates--are only as effective as the people behind them.

How are the goals of security--protection of plant, equipment, supplies and personnel--best achieved? The best way, according to those with the most experience with security, is to adopt measures that will deter the would-be vandals or criminals. These should also include ways to facilitate quick apprehension if a crime is committed because the threat of quick apprehension is considered a significant deterrent in itself.

How To Improve Deterrence

Suggestions on how to achieve deterrence, especially in the area of protecting plant and equipment, are outlined in Crime Against Small Business, a report of the Small Business Administration (SBA). Although aimed generally at security for small business establishments, the principles in the report can be applied to schools--but on an expanded scale. Principles outlined in the report are:

- Make crime a poor alternative by cutting the opportunities for theft (vandalism) and increasing the capture rate.

- Increase the complexity for criminals (vandals) planning crime by making their entrance and exit from the building as difficult as possible. Anything that complicates or delays has a tendency to discourage crime because it increases the risk of capture. "Thus," says the report, "any physical, technological or other housekeeping measures which are taken...to increase the complexity and time of attack will contribute to deterrence." This means the use of better locks, shatterproof windows, alarms and guards.

- Reduce the take. Make it harder to get at supplies and equipment.

- Capture the vandal or thief once a crime has been committed. The best deterrent is on-site capture or hot pursuit.

The report stresses a basic principle of crime deterrence--complicate and lengthen the time of intrusion and escape.

Costs of losses vs. benefits of security are something that should be considered. Also mentioned as important are the costs that help reduce or prevent crime, which often cannot be measured in dollars. This type of intrinsic cost is a prime consideration for schools. Schools not only have to consider the actual loss in dollars but also the costs in lost educational time from vandalism, theft, disruption and violence. If vandalism and violence are not stopped or minimized there are larger costs to society--the police, the courts, the prisons and welfare expenditures for families whose wage earner might go to prison, school security officials point out.

Districts responding to the Education U.S.A. survey listed no one type of security measure superior to all others. Most of them saw a combination

of measures as necessary in various schools. This point was stressed by the E/R/S Reporter in an August 1968 report on Protecting Schools Against Vandalism (Educational Research Service, 1201 16th St. NW, Washington, D.C.; 18p.). "Rarely can two schools within the same district be protected in the same way," the report said. "The grounds and buildings themselves may dictate what can or cannot be done. No district which responded to the ERS request reported that any one protective system is used exclusively in all the schools of the district. In some districts almost every school receives a different type of protective measure. In other districts some schools go unprotected while others receive maximum attention. Most districts, for instance, find that secondary schools are more prone to vandalism than are elementary schools."

Los Angeles Offers 'Security Suggestions'

In planning security, a school must first survey its needs for both plant and personnel security. Most districts conducting such a survey find their greatest needs are protection of the school building and equipment. This includes a system to prevent intrusion of vandals, burglars and arsonists when school is not in session and to prevent thefts while school is open.

The Los Angeles school district provides its administrators and staff with a Manual on Property Protection (see pp.50-54). Included in the manual's section on "Security Suggestions" are what to look for and what to do in the security of doors, windows, roofs, equipment, inventories, isolated buildings, security lighting, new buildings, fire hazards and walk-in thefts.

Similar suggestions are contained in the SBA report, Crime Against Small Business. It says protection against burglary (and vandalism) "is a matter of attitude and housekeeping." The report suggests:

- An administrator's responsibility is to discourage burglary and vandalism by maintaining the highest level of protection.

- Administrators must accept the fact that no school is immune. Schools may be entered by those seeking adventure. This often results in vandalism and theft or sometimes arson. Or they may be entered by professional burglars.

- Since schools must be protected, it is not sufficient to safeguard merely the obvious points of entry. Every conceivable method by which burglars or vandals could gain entry must be anticipated. This not only means a thorough security survey, as required by Los Angeles, but also that school officials must know what security alternatives are available to them, from alarms to multi-strength windows.

- School officials must know about and establish "security routines" which fix the responsibility for who has keys, who is responsible for expensive equipment and for "locking up." This fixed routine includes these suggestions: turning on lights inside and outside the building before leaving; checking to see that no one is hiding in the building at closing time; double-checking all doors and windows; checking alarms to see that they are turned on and operating properly.

Popular First Line of Defense

Electronic alarm systems are the most popular first line of defense against burglary and vandalism, according to the Education U.S.A. survey. They are less costly than full-time guards. They also hold great promise as an ideal solution to intrusion of schools by would-be vandals or burglars.

Security officials warn, however, that there are many pitfalls and complicated situations to consider before spending money on alarms. For, as with security itself, there is no one superior alarm system. What kind of alarm to install and who should be given the responsibility for answering it depends on many factors, including cost. Security officers point out that there are many types of alarm systems on the market and it is a highly competitive business. For example, the Thomas Register (59th Edition, 1969) lists some 170 manufacturers and distributors of fire and burglar alarm systems.

Ray Schauer, director of the repair division of the Milwaukee Public Schools, issued these warnings on alarm systems in a speech before the convention of the Assn. of School Business Officials of the United States and Canada (ASBO) in October 1970:

- Increasing demands for security have drawn many persons, some qualified, some not qualified, to schools in attempts to sell burglar and fire alarm systems. Often these "sales-oriented" people are not backed by craftsmen qualified to do installation.

- The system selected must do the job for which it is being employed. If it does not do the job, it should be abandoned for some other system.

Schauer added: "I would urge, before purchasing any alarm system, that you make sure the installing company has Underwriters Laboratories' certification for central station or direct connect service. In addition, the company should meet the approval of the State Insurance Fire Rating Bureau, Factory Mutual Engineering and Factory Insurance Assn. Throughout the country there are companies rendering central station service meeting those approvals; and in smaller communities, there are companies which can render approved direct connect service to the police or fire department or any other logical point."

Which Alarm System Is Best?

How should a school district select an alarm system? The answer is to consult authorities--reputable firms, insurance companies, governmental agencies. Schoolmen should understand that alarms are not panaceas. Yet many districts report that installation of alarms has reduced entries and losses. As one security official told Education U.S.A.: "When we find out in the morning that the alarm has been set off, we don't know what we've saved. Did the alarm scare them off before they did anything? We never know. We can't tell the benefits of a system because we can't measure it. But the aim is to deter trouble, rather than catching vandals afterward."

The experts generally agree that the first decision to make in installing an alarm system is to determine who will answer it. Will it be people or

neighbors near the schools who will hear a siren or bell and call police? Will it be a "silent alarm" with a direct line to a police station? Will it be a silent alarm feeding into a district console and monitored by district personnel who alert guards and police? Will it feed into a private alarm agency, which may dispatch guards and also notify police? Good and bad points for the following types of alert systems were outlined in the SBA report and by security officials responding to Education U.S.A. queries:

Local Alarm: generally a loud bell or siren, which can also be employed with flashing lights. The aim is to alert neighbors to call police, attract passing police and to have a psychological effect by scaring away intruders. Such alarms can be effective, but this depends on whether neighbors cooperate by calling the police. Usually this type of alarm is the lowest in cost and easiest to maintain, depending on the number of sensors installed at places of ingress. A weakness in this system is its reliance on private individuals who often do not want to become involved. Professional burglars are often not frightened by such alarms because they know the alarms are often not answered quickly, if at all, so they "have time."

Silent Alarm with Direct Line to Police Station: sensors or manual switches connected directly to the police station or fire station by private telephone line. Police or others responding to calls should have keys to buildings. The silent alarm with a direct police line provides the fastest and most direct route to the police dispatcher. A high rate of false alarms sometimes results with this type of installation due to faulty equipment, physical forces such as wind, human error such as forgetting to turn off the alarm when entering the building, or line failure. In some areas the false alarm rate has been estimated at 85% to 95%. Sometimes this causes the police to give such alarms a low priority. Generally silent alarms are more effective in small towns or suburban areas where police response may be quicker.

Local and Silent Alarm with Direct Line to Police Station: a combination of the above two. This system is designed to trigger a silent alarm on entry, and an audible alarm if the line is tampered with. The audible alarm provides an alternative if silent alarm becomes inoperative. The local and silent alarm has the same disadvantages as a silent alarm regarding police response, and those of an audible alarm regarding public response.

Central Station Service: can be of several types. It can notify police, or provide its own armed guards which it can dispatch. Guards generally have keys. Central stations certified by the Underwriters Laboratory must install and maintain approved equipment and a guarded station; use trained personnel; have a minimum number of armed staff; and provide graded service, depending on that specified by the client. In spite of precautions to provide top service, some critics have said such service sometimes fails because the guards are often not well trained, are retired people and may fear answering alarms in high-crime areas.

School System Providing Own Central Station. Several school systems reported to Education U.S.A. that they monitor their own system from a master console. This central station is sometimes manned by personnel who, through a loud speaker system, can "listen" to determine if an entry has been made and then call police or district guards, or both.

Once the decision has been made to put in an alarm system, how should it be actuated? The SBA report says that in choosing sensors there are six primary factors to consider: (1) confidence factor--that the entry attempt will be detected, (2) false alarm rate, (3) cost, (4) reliability, (5) resistance to defeat, (6) limitations imposed by the operating environment [an important consideration for schools].

"Generally (but not necessarily), a high confidence factor is associated with high cost, high reliability and high resistance to defeat," said the SBA report. "Very often, a high confidence factor is also associated with a high false-alarm rate because of the great number of sensors used or the increased sensitivity required to obtain a high probability that intrusion will be detected. A low false alarm rate often imposes many limitations on the permissible operating environment for certain types of sensors. A sensor that is designed to detect sounds made by an intruder, for example, would be susceptible to many false alarms in a noisy environment such as...a busy street. High reliability is more often associated with simplicity. It is also directly related to costs--primarily costs of quality control in manufacture and installation and costs of inspection and maintenance."

The report noted that if potential losses are high, the cost of a high-confidence system with much resistance to defeat would probably be justified. It also pointed out that "because of the number of interacting factors that must be considered and evaluated, it is not possible to select any particular type of sensor or group of sensors that would have universal application" for protection of all types of establishments. The report gave a list of "off-shelf" sensors now available plus a description of some new types that might be available by 1975.

The July 1970 issue of American School and University magazine lists 10 basic electronic security devices it says "...cut across the jumble of available electronic security systems to give you a rundown of 10 basic devices--how they work, where to put them and an idea of how much an installation costs." It also lists the makers of the various systems.

What To Do If Burglary Occurs

Crime Against Small Business, published by the Small Business Administration, gives the following advice on what to do if burglary occurs:

- Do not disturb anything at the scene. The chances of apprehension are greatly increased if the scene is left completely intact.
- Preserve all clues.
- Call the police immediately.
- Be prepared to assist police in every way.
- Be prepared to provide information as to items missing.

Two additional systems are mentioned in the magazine. One is a closed-circuit television which is especially good for monitoring remote entrances. The magazine advises that this system be coupled with an audio-detector which alerts the person in charge of the monitor to look at the TV screen.

The other system is a taut-wire detector which can be stretched across the top of a chain link fence for protection of parking lots, storage areas and playgrounds. The wire detects anyone touching or cutting it. But it is advisable, says the magazine, to back up this system with another electronic system.

Buy or Lease a Detection System?

Is it best to install and operate your own detection system or to lease one? Views differ, depending on what is expected to give the best service. For example, on the recommendation of a study committee, Fairfax County (Va.) Public Schools decided to install a sophisticated electronic security system at 167 sites. The system, called a "total surveillance program," will cost about $520,000. It involves a master monitoring console plus mobile patrols employed by the school system in cooperation with police. Not only does the system detect fires and illegal entries but also the "silent" alarm sounds in the case of heating, air conditioning, refrigeration and electric power failures. It can also be used for emergency voice communication.

Ralph E. Buckley, Fairfax County assistant superintendent for school services, says the system will be a bargain if it cuts vandalism and fire losses as he thinks it will. It will also mean a saving in insurance rates. "The system thus far has measured up to expectations," he reported. "There have been no undetected entries where the system has been in operation, and apprehensions of intruders are being made as a result of the system." Buckley adds that the system sometimes "works too well" because there have been instances where employes who did not report they would be in buildings were "caught."

Ray Schauer of the Milwaukee Public Schools reported on the pros and cons of a lease arrangement at the 1970 ASBO convention. He reported that his district decided to use an approved central station motion detection system on a leased basis after experimenting with sound and motion actuated systems. "Despite our rigid pre-qualifications for bidders, installations of the sound and motion actuated systems turned out very poorly," he reported. "The period of installation was prolonged, workmanship was poor and the work was never satisfactorily completed. In addition, the telephone dialers with prerecorded messages [to the police station] did not prove dependable."

The central station lease, he noted, is for three years, renewable on an annual basis. "Complete maintenance and satisfactory performance are assured, or the lease is terminated," he said. "Should the need for a security system ...be eliminated the lease can be quickly terminated." He added that as of October 1970, 42 buildings were equipped with sensors at strategic locations, at an annual lease cost of about $37,000. "One of the benefits inherent in this type of security system," he said, "is the availability of a management control tool. A chart can be readily installed at the control panel indicating the time it is switched on and off, thereby acting as a personnel control device."

The New Muiti-Strength Windows

The solution for broken windows, a major cost of vandalism, is apparently on the way. Numerous school districts say they are replacing "glass" window panes with the various new types of tempered glass, acrylic and polycarbonate sheets now on the market.

"History's last broken window won't be recorded in 1969, even if vandal-resistant glazing suddenly replaces ordinary glass in all of America's school windows, but the recorded number of broken windows can be made considerably lower through use of the vandal-resistant glazing available," commented American School and University magazine.

Six new types of window "glass" are:

- Thermally tempered glass--four or five times the strength of ordinary glass. Good for second story or higher. It has cut breakage by an estimated 90% in some schools.

- Corrulux fiberglass building panels--tremendous strength. They are reinforced with millions of high-strength glass fibers and acrylic to assure the utmost in weather durablility, fire resistance and translucence.

- Plexiglass acrylic plastic--sheets of various thicknesses that can be cut to desired dimensions. Reduces breakage up to 90%.

- Acrylite cast acrylic sheet--17 times the impact resistance of glass of the same thickness.

- Pressure-sensitive solar control window film--a film that can be applied to windows to help with shatter resistance.

- A clear polycarbonate product (Lexan)--reported to have great resistance --about 250 times the strength of glass.

In spite of the cost of such materials, most school officials say it is less expensive than replacing broken windows.

Vandals Prove To Be Ingenious

Polycarbonate windows, for a time, did not stop vandals from trying to break into Baltimore schools. Finding they could not break the ground floor windows any longer, the vandals removed the glazing compound before it had set. This was counteracted by securing glazing strips with sheet metal screws. The vandals started carrying screwdrivers. These were counteracted with pop rivets. And this seems to have stopped them, at least temporarily. But not so in another district. Education U.S.A. was told that plastic-type windows were squirted with lighter fluid and ignited. The windows melted. The only difficulty for the vandals is that the blaze usually attracts a lot of attention.

Harry J. Kendig and Robert Stewart, repair shop supervisors for the Baltimore city schools, wrote a report on the use of polycarbonate material in school windows. Here are some of their comments:

"Taking a look at our overall glazing picture, we feel we now have our problem under control. We would be the last to admit that it will disappear completely, but it seems now that it's just a routine maintenance item. No longer do we receive frantic calls from principals concerning extensive breakage.... The security force has noticed a definite drop in vandalism as it is related to broken glass.... The gross amount of glazing material being ordered is now down. No overtime is being charged to glazing, except in dire emergencies, and because the buildings are fully glazed, we know that there will be no secondary damages incurred from weather. And, finally, the reports from operations are that we are saving on fuel costs."

The report notes that an attempt is under way to convince architects that schools should be designed for polycarbonate glazing. Also, the Baltimore City Health Dept., Fire Dept. and Bureau of Building Inspection had to be convinced that their code requirements for classroom windows were too restrictive and costly to maintain.

Guard Dogs: A Controversial Weapon

Are guard dogs useful to protect your plant when school is not in session? Reports to Education U.S.A. indicate mixed reactions to this question. Several districts reported "remarkable success" with teams of guards and dogs. Others say dogs are too expensive, are hard to handle and result in a bad image for the district. There is also fear of liability if dogs interfere with persons before they are definitely linked with any crime, such as unlawful trespassing, especially on public property.

The Memphis, Tenn., school district reports "remarkable success" with dogs. John B. Freeman, assistant superintendent, said the district uses an outside contractor and can put one man and one dog in a school for $2.50 an hour. "The school employes are grateful since the dogs stop all vandalism," Freeman said. "We've had remarkable success with them...and caught a number of vandals. The only trouble is that we need more. We could probably use 30 teams on any given night.... So far, we've had no adverse reaction from the community. Where schools are clustered, we may cover three schools with one team."

Similar success was reported in San Bernardino, Calif. The school district, however, discontinued use of the dogs when threatened with a court suit because the service was being provided by an outside agency instead of by school employes. A San Bernardino school official told Education U.S.A.: The "well publicized" dogs "gave a real psychological advantage." The dogs, always accompanied by a handler, were moved to several schools during the night, and "they kept people off the grounds." Warning signs were not put up because the dogs did not run free. There were no instances of dogs interfering with innocent bystanders. Nor were there protests about dogs using undue force against an intruder. Paul Engle, Los Angeles schools' security chief, said his district has "gone into all angles" concerning dogs and con-

cluded the cost, compared to the effectiveness, is not worth it. He noted that the dogs must have handlers they can work with. "When you weigh this experience with the expense and the effect of comments from the community...I don't think this is the proper time to enter into it," he said. Nevertheless, according to an Aug. 14, 1970, Wall Street Journal survey, there is a growing use of dogs by private concerns for "crime busting." The article notes that Arthur J. Haggerty, former commanding officer of the Army's K-9 Corps, trains an average of 100 dogs a week at his school which he started in 1961 with one dog. His dog rental fee in August 1970 was $125 a month for the first month, and $85 for each additional month.

Architecture: Building the Vandal-Proof School

Volumes could be written on what architects could do to make schools more vandal- and theft-proof. For example, many school officials point out that new windowless schools would do much to alleviate the high loss of window breakage and the time required for maintenance. Also saved would be money spent for shades. In addition, say their adherents, windowless schools are safer, since they eliminate the possibility of injury from broken glass. And there is no reason for not building them in this day of air conditioning.

Some schoolmen point out that in the design of new schools, faculty lavatories should be located near those for students to reduce loafing and damage in this area. Roofs with plastic domes instead of skylights would probably be less accessible to vandals and thieves. Also being recommended are closure plates for expensive mechanical equipment, better protected and more ample storage rooms, tougher wall and equipment surfaces and more sophisticated door and window hardware to foil intruders. In addition to what architects might come up with, Kendig and Stewart of Baltimore, Md., suggest architectural changes for older schools to help them in the battle against vandalism. They include: bricking up openings in storerooms and basements that have continual entry problems; installing porcelain paneling in vulnerable glazed areas; using corrugated vinyl sheets over broken glass-block areas.

The SBA report noted: "The architect plays a key role...in making intrusion...more difficult, more complex, more time consuming and therefore more uncertain. Measures in these directions are vital because they are equivalent to quicker times of arrival of police.... The neglect [of architects] is neither sinister nor deliberate. It appears to be due to an almost complete lack of awareness that the details of security against crime should be an essential function of the architect."

Bomb Threats: How To React

Should you ignore bomb threats as the work of mere pranksters? Definitely not, advises the National Assn. of Secondary School Principals (NASSP). In its January-February 1971 issue of Spotlight, the following points were made by NASSP Exec. Secy. Owen B. Kiernan, from a survey of principals:

- Bomb threats are increasing because "extremists, hooligans and psychotics" have found a sure and easy way to disrupt schools.

- A detailed plan should be developed on what to do if a threat is made or a bomb is found. The plan should be disseminated to all faculty and administrators, custodians, secretaries and telephone operators who may answer threat calls. The plan should be drafted in consultation with all concerned, including the police and fire departments.

- An evacuation plan should be made. Arrangement should also be made with local news media editors to be sure there is no undue publicity, since publicity tends to cause other threats.

Spotlight published extensive guidelines for a typical set of procedures for a "major city," a "small district" and a "medium-sized community." Major points of the three plans:

1. The principal should be notified immediately when a bomb threat occurs.

2. The person notified of the "bomb," either in person or by telephone, should attempt to engage the caller in conversation and ask: "Where is the bomb located? When will it explode?" If possible, the caller should be put on hold for monitoring or tracing the call. Police should then be notified on another line. Listen for background noises. Try to determine the age, sex and emotional state of the caller.

3. The principal should notify the police. He also should notify pertinent administrators and custodial personnel. A search for the bomb is started. If search teams have been organized, they search their stations. Custodians should have at least several powerful flashlights, so dark corners, stairwells, etc., can be searched.

4. Strange objects, flight bags or other types of unidentified containers should not be touched. Leave this up to the bomb squad.

5. When police or firemen arrive, follow their advice.

6. The principal has an important decision to make. Is the call merely a hoax that should be quietly investigated but not allowed to disrupt classes? He can either follow a prearranged evacuation procedure or call a fire drill.

7. If the principal decides on evacuation, he should notify all classes over the intercom as calmly as possible. He should specify where students are to assemble. Teachers should hold a roll call outside to see that no students are missing. Teachers should check the room when leaving to see that no students are left behind. No student should be allowed to return to the building.

8. If school is to be dismissed, the conditions under which this occurs may already be outlined in district policy. If buses are called, teachers should make sure students board them. Students who walk home should be permitted to do so.

9. The principal should be prepared to make a report of the incident. Such a report should include the school, date and time when the bomb

'Big Brother' Bugs Unruly Students

The school board of Texarkana, Tex., decided on a tough "Big Brother" system to curb unruly students after two teachers were threatened and fires were set in rest rooms of a high school. Cameras were approved for strategic locations in two junior highs and one senior high. A teacher was assigned to each camera to take pictures of students involved in disturbances. Each classroom was given a tape recorder so teachers could record any threats or back talk. The board hopes this method will have a psychological effect and deter any further disturbances.

threat was received; alleged site of the bomb placement, if known; the procedure followed; completion time of incident.

10. The principal should make sure all personnel are briefed on their assignments. The procedure should be reviewed once a month, and a dry run should be made at least twice a year.

NASSP offered the following suggestions:

- A measure that has proved effective in reducing threats is to publicize that all lost school time will be made up.
- Lengthy jail sentences can be imposed on convicted offenders. Check if such threats are a felony or a misdemeanor in your state.
- Where threats are repeated, buildings may need to be searched before classes and locked when school is out.
- As far as practicable, get rid of possible places of concealment, such as lockers and closed coathooks.

THE VARIOUS ROLES OF SECURITY PERSONNEL

Security hardware and the laws, rules and policies aimed at deterring crime in the schools are only as effective as the people behind them. This point is stressed over and over by school security officials. And they add that security must be maintained on a round-the-clock basis to counter increasing vandalism and violence. This means that more guards, watchmen, hall aides, police-in-schools, community volunteers and others must be involved.

This need is evidenced by what is happening in many school districts. Los Angeles, for example, which had about 15 security agents in 1966, now has a force of over 100. The New York City schools in the past several years have expanded their security guard force to 382. Many other districts are hiring chief security officers and giving them the responsibility of organizing a guard force or formulating overall security plans. Among these are Washington, D.C., Philadelphia and Detroit. Some districts like Denver, Colo., and Oakland and Berkeley, Calif., are experimenting with adult aides as hall and playground monitors to assist with discipline problems and to prevent outsiders from disrupting the schools.

What is the role of these security personnel? What are their responsibilities? How are they selected? Are they armed? Do they wear uniforms? Do they have police powers? The answers, as with total security itself, are varied. They depend on the problems at hand, available finances, geography and many other factors.

The Principal

The principal generally has the major responsibility for security at his school. He is accountable to the district administration as well as to the community. The security department serves him in an advisory capacity and, as generally noted, "does not interfere with the operation of the school."

The Chicago school district points out in its School Security Manual: "Firmness by the principal is important. The message of this attitude soon filters through the school and the community. It is essential that the student body know that the principal will follow through on a theft or an assault and that the principal or his representative will go to the district police station or pertinent court. If the community knows that the principal will follow through on any criminal act--to prosecute the guilty as well as protect the offended--the area around the school will become safer. If the school does not follow through on any part of the case, the accused may be released for lack of prosecution."

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New York City schools recently gave high school principals some help in their security role. Principals were told to assign the responsibilities for school security to a member of their supervisory staff. In both New York and Chicago, principals and their representatives are responsible for the following:

- They act as chief contact for guards, police or other persons or agencies involved in school security.
- They must establish procedures for all types of emergencies and advise staff and students of the procedures.
- They are responsible for notification of staff and for inservice training on procedures to follow in the case of crises and crises.
- They must maintain contact with community agencies, parent groups and the police to avert disruptions in school buildings and in cases of impending crisis or increases in school crime.
- They are responsible for handling student violations, and for working with and involving students on discipline procedures and student concerns.
- They must cooperate with police if arrests are to be made at the school; make sure that parents are notified; be with, or have staff member be with, police officer and student at all times if the parent or guardian is not available; and make sure that due process is provided the arrested student while on school premises.
- They must take necessary legal action or support legal action against individuals.
- They must inform superiors of developing security and crime problems.

In addition to the policing aspects of security, most directors stress the need for more community involvement in helping to solve the problems. One York, for example, advises: "By involving supervisors, teachers, parents and students in the decision-making process, the schools are made more responsible to the changing needs and expectations of those they serve. This is an age discipline, but rather enhances the role of the principal as the chief administrative officer of the school. The principal is expected to exercise the authority necessary for the conduct of the educational program and the safety of students and staff."

The Security Officer

"The security officer in a school organization must indeed be a person of many facets," remarked Robert G. Fuoss, head of security for the Detroit schools. "The position is an unusual one and can be very demanding in that each situation seems to require special handling." Fuoss and others pointed out in Education U.S.A. that the chief security officer and his supervisor usually act in an advisory capacity to the administration and principals of various schools. A composite of a security officer's responsibilities as

developed by the school districts of Detroit, Los Angeles, Hayward, Calif., and Jefferson County, Ky., is as follows:

General Responsibilities

- The protection of school property, supplies and equipment, and the safety of school personnel and pupils.
- Recommendations for procedures and policies to be used in safeguarding property and personnel.
- Recommendations for the purchase and installation of protective equipment, and the hiring and deployment of security personnel.
- Responsibility for the installation and monitoring of intrusion alarms; verifying alarms and dispatch of security section patrol car or police to location.
- Deployment of security guards and watchmen as needed.
- Responsibility for conducting periodic security surveys. Bringing problem areas to the attention of administrators. Giving assistance to schools bothered by loiterers; extreme disciplinary problems; the sale, possession and use of narcotics; or the presence of unauthorized persons on the campus.
- Advising building supervisors on formulating an appropriate disaster plan.

Investigations

- Investigation of burglaries, thefts, malicious mischief, arson, flooding and drug and narcotics problems.
- Investigation of school employes or personnel applications for unlawful conduct when requested by higher authority.
- Investigation of all cases of vehicle accidents involving school district equipment, and assistance in recommending settlement.
- Screening and investigation of student and faculty accidents to help determine the liability of the district.
- Investigation for and cooperation with the business office on insurance matters.

Cooperation with Police

- Working closely with police for crime prevention, prosecution of cases and development of patrol policies in school areas.
- Keeping close contact with court cases and serving as a witness for the district if needed.

- Repossessing stolen articles recovered by police, and cooperating in the recovery of stolen school equipment.

- Securing photographs of damage and evidence when needed.

Reports

- Responsibility for preparing reports on all damage, incidents of violence, theft and arson, plus the distribution of reports to appropriate individuals.

- Responsibility for devising appropriate documents to be used in schools and by school personnel to assist in overall reporting.

- Responsibility for preparing a manual on property and personnel protection, and any other security suggestions as needed.

In some districts, such as Hayward, Calif., the security officer also has the responsibility of setting up school assemblies, parent meetings and inservice staff training, as well as coordination with community groups such as the PTA, courts and other public and private agencies involved in crime control and youth work. In Hayward, the security officer also provides releases to the news media.

Security Guards

What kind of people are employed as security guards? How much are they paid? Do they wear uniforms? Are they armed? Do they have the power of arrest? Again, the answers are varied.

In some cases, as in the Chicago schools, they are off-duty policemen working on a part-time basis. Chicago security guards number 270 and work four hours a day. "About 2% of the principals want the police in uniform at the beginning of the term," said Edward Brady of the Chicago schools. "This is just so the kids learn to think of the policeman as a friend, there to protect not only the property but also the people." Brady notes that the officers carry walkie-talkies so they can be in constant communication with other officers.

Uniforms, Guns, Mace, Handcuffs?

Opinions differ on whether security guards should wear uniforms and/or carry guns. Some security chiefs feel that uniforms, especially of the police type, cause antagonism. While most police in schools are armed, guards may not be. The Kansas City schools in 1968 issued mace and handcuffs to guards. This gave the guards the capability of subduing outsiders--not students--without harming them. In Pinellas County, Fla., school guards can be easily identified. They wear "distinctive security officer attire, consisting of a brown blazer and trousers, gold shirts, dark ties and brown shoes."

Brady said the off-duty policemen who serve as guards help liaison with the regular police department and with the community. In addition, Brady pointed out, the Chicago schools hire civilians in security roles to act as a buffer between the community and the police. They can be either men or women. Chicago also has a crew of night watchmen in about two-thirds of the schools. Brady listed 1970 costs of $1.7 million for personnel security, and $1.5 million to $2 million for night watchmen (plant security).

The Los Angeles school district has what amounts to a police force of its own. Standards for the 102-agent security force are high. Each security policeman must:

- Have previous police experience or two years of college with a major in police science.
- Meet the same height and weight regulations as the regular police department.
- Complete a standard 10-week peace officers training course conducted by the Los Angeles County Sheriff's Dept. Training includes instruction in physical education, narcotics, human relations and the use of firearms. After being hired, the agents are on six months' probation.

Paul T. Engle, Los Angeles schools' chief security agent, says his agents wear civilian clothes because people are antagonized by uniforms. However, no attempt is made to conceal the identity of the agents, who are armed and use patrol cars. The security officers' pay is based on the wages offered by the Los Angeles city police and the county sheriff's department. The force also includes five full-time investigators. "We try to stick to security," said Engle. "We don't get involved inside the schools unless there is a fight or an attack on a teacher. Our main problem is with outsiders--dope peddlers, pimps, intruders, drunks and dropouts." Engle says the cost of the force is over $1 million a year.

Kettering High School, Detroit, has specially trained policemen, called the "Detroit Rangers," assigned on a permanent basis. The Syracuse survey, which praised the program, said the rangers "carry out their patrol on miniature motorcycles, thereby giving themselves the range and mobility that an administrator, teacher or other control agent could never achieve on foot. As a result, the fights, crap games and threatening clusters of people in and around the school can be reached quickly, observed, and, if necessary, dispersed. Our site visitor found these officers to be especially effective because they are permanently assigned and have taken very special pains to know large numbers of students on a first-name and informal basis."

Many school districts lavish praise on their security personnel. There is recognition, nevertheless, that greater professionalization and expansion of school security forces is needed. Rep. Jonathan Bingham, in introducing the "Safe Schools Act of 1971," noted: "Sadly, perhaps, but undeniably, the days of the grandfatherly school custodian-watchman, shuffling wearily about his chores to supplement his pension, are over. It is time we recognize that the job of making schools safe is a delicate and demanding one. It requires special skills, techniques and equipment which neither teachers, school ad-

ministrators nor the average 'cop on the beat' possess. We must define the responsibilities and role of security personnel in the school community, and we must provide them with appropriate training and facilities.... Some school systems have hesitated to provide needed security equipment because their security forces aren't adequately trained to use it properly. So one inadequacy leads to another. And our children and teachers are the losers."

In spite of the problems, districts setting up security departments and employing guards of various types report some positive results. None claims guards are the ultimate answer to the problem of vandalism and violence, but, as with alarms and other hardware, no one knows what might have happened had they not been there.

New York City's former Supt. Bernard E. Donovan said in a July 1969 release that security guards "had a marked influence in restoring good order" in some troublesome schools. Reporting on interviews with teachers and supervisors where guards were assigned, Donovan said the overwhelming majority reported that guards have a positive impact on the schools, resulting in a significant decrease in serious disruptions. "Just the mere presence of the security officers," he said, "has inhibited violent outbreaks on the part of certain student groups and outsiders.... The students know the security officers have the authority to arrest disorderly persons. Also, the students tend to be more careful because they know the security officer will not hesitate in bringing disruptive individuals to the dean or other school officials who in turn will notify parents."

Paid Community Security Aides

The Syracuse survey listed "novel ways" of enhancing the security of persons and property. One of these--the use of paid community security aides or hall guards--is being used by many districts. The aides come from the same school neighborhood as the pupils and often include siblings, neighbors and mothers and fathers of students. "When such a security aide tells a student to 'cool it,' the response is likely to be more positive than if the enforcer were a uniformed policeman who had been on the beat for only three months and had come from a different part of town," the report said.

Vincent Reed, former security chief for the Washington, D.C., schools, described that district's 81 aides as "the eyes, ears, arms and legs of the administration." He said the aides often know the identity of those who push or take dope, who extort money from other students or who might have broken into the school the night before. As a San Francisco teacher put it, "the hall guards not only let me concentrate less on guard duty and more on teaching, they often help to forestall troublesome situations before they blow up into crisis proportions."

Qualifications, pay, hours worked, titles and duties for these community security aides vary from district to district. In Washington, D.C., for example, since the aides are hired by the federal government, they are rated GS-4 at an annual salary of $6,202 to $8,065. Many are retired policemen or parents or young men interested in youth work. Generally, they are interviewed and hired by the principal, and undergo special inservice training sessions.

Their workday is from 8 a.m. to 4:30 p.m. "They have quite a bit of responsibility," said Reed. "They may also be in charge of attendance records for a particular school and of checking up on the attendance of a particular pupil. In the summer they help out with the dropout prevention program."

Another typical security aide program is that of the Cincinnati schools. The 85 aides come from the neighborhoods of the various secondary schools to which they are assigned. They work from 2 1/2 to 7 hours a day. Pay ranges from $2.65 to $3.55 an hour.

This kind of increased "adult presence" in schools was listed by Rep. Bingham as the type of program that should receive federal aid. Bingham noted that the effectiveness of paid, neighborhood-based security aides was found to be "enhanced by their neutrality--their lack of identification with either school officials or the police. Special training for the aides, especially in the area of fundamental constitutional rights, is necessary," he said. "Without such training, patrols could do more harm than good. But with proper training it appears they can make an important contribution. Funds under the legislation I am proposing [the Safe Schools Act of 1971] could be used to set up 'parent patrol' programs, to train participants and to pay their salaries."

Volunteer Security Help

In addition to paid security aide programs, many districts also have parent volunteers who help maintain safety and order in the school and surrounding community. Their duties at school are often much the same as the paid security aides. Off campus, in addition to working with community groups and the police, they conduct public relations programs aimed at advising parents of the high cost of vandalism. The Washington, D.C., schools have approximately 185 safety committees. Each committee includes one administrator, three teachers, three students, three parents, the head custodian, the head of food services and any other interested persons. Each school sets up its own system, but the aim is to identify security problems and get something done about them. And in Alhambra, Calif., teams of parents who keep an eye on schools are credited with helping to decrease vandalism.

Police-in-School Liaison Program

A growing trend in combating vandalism and violence by juveniles is use of a police-in-school liaison program, often referred to as "school resource officers." Under this program, a juvenile specialist on a full- or part-time basis is assigned to a school, generally a junior or senior high. The police officer is often in contact with nearby elementary, private and parochial schools as part of his "beat." His duties generally include patrolling halls, grounds, the neighborhood and athletic and social events; teaching safety and citizenship courses; and "counseling," in cooperation with guidance officials.

Despite a fast growing number of these programs, not all school officials or parents think they are the answer. Yet many districts that have adopted programs, often on a pilot basis, plan to expand them as soon as financial and

personnel resources will allow. Some districts using the program report a 25% to 50% decrease in juvenile referrals.

Some critics of police-in-school programs say police should not be assigned to schools under any circumstances. They say if schools are so bad that police have to be assigned to them, there is no stimulus for good behavior. However, proponents of police-in-school programs say the mere presence of a policeman helps to improve student behavior.

Such a program is a modern approach to the old-time cop on the beat. He is the personification of law and order, but he also establishes human, personal relationships. Children can look upon him as a friend, not a foe.

Proponents also argue that school is the logical place to reach children with preventive programs. They say that police and schools, working together, can help pupils to understand laws; promote good citizenship; and foster an attitude of respect for personal property and safety for students, teachers and school property. When the officer knows the community around the school he can establish rapport with school faculties, parents and businessmen. He can be an invaluable source of information about law enforcement and other problems in the neighborhood. The officer can acquaint students with dangers in the school area, such as molesters, and provide tips for bicycle safety and rules of the road.

Opponents of police-in-school programs say they are an unconstitutional invasion of student privacy and an illegal extension of the school district's authority. They say police should be involved only if a student is suspected of a crime or threatens physical danger--and then only at the request of the principal. If a student is incorrigible, they say, he is a problem for the school administration, not the policeman. Those who object to the program say police will be able to use unsuspecting minors as "spies" regarding the opinions and activities of parents and other adults in the community. Another problem they cite is the possible harassement of juveniles with a history of delinquency through continual surveillance and questioning.

Few policemen, even juvenile specialists, have the necessary training in child psychology to succeed in such a program, say opponents. They say it

Undercover Police Pose as Students

Sometimes problems are so bad that school districts resort to undercover policemen posing as students. In New York City they have been used to discover planned acts of violence and to trap dope pushers. At one high school a heroin ring was broken up in this way. Eight students aged 13 to 18 were arrested. One New York official told Education U.S.A. that such undercover work had been going on for years and had to be increased because of fights, assaults, arson, bombings and other disorders. The agents register as students, attend classes and take part in school activities, but the principal does not always know they are in his school. When their mission is completed they withdraw from school.

is impossible for a policeman to maintain the image of a friend and counselor while serving in the conflicting role of policeman.

Despite the opposition, police-in-school programs have been operating for many years. Atlanta has had plainclothesmen assigned to school duty for about 30 years. And in Flint, Mich., the police-school liaison program was started in 1958 in one junior high school on a pilot basis. The program, aided by Flint's Mott Foundation, was expanded to all secondary schools in the district by September 1965. By 1967, the National Community School Education Assn. listed 13 districts, in addition to Flint, which had police-in-school programs: Tucson, Ariz.; Oxnard, Calif.; Atlanta; Arlington Heights, Ill.; Elk Grove, Ill.; Mt. Prospect, Ill.; Wheeling, Ill.; Albion, Mich.; Ann Arbor, Mich.; Pontiac, Mich.; Edina, Minn.; Minneapolis; and Cincinnati.

Selected Guidelines for Police-in-School Liaison Programs

Three school districts--Flint, Tucson and Cincinnati--submitted guidelines to Education U.S.A. outlining how they have organized programs for security resource officers. The guidelines spelled out the philosophy, purposes and goals of the programs. They also included responsibilities and qualifications for security officers, including chain of command, type of uniform, reporting forms and communications equipment. Generally, security officers are paid through a cooperative arrangement, with the city paying half and the school district the other half. The guidelines are similar in all three districts. Portions of each, excerpted below, provide a broad statement that could be adapted for local needs.

Statement of Purpose (Tucson): "One of the primary functions of education is to help the child prepare for responsible citizenship. The study of laws and law enforcement in a school setting should help the child develop a positive concept of police officers and law enforcement.... The school resource officer program is a cooperative effort of the public schools and law enforcement agencies to develop a better understanding of law enforcement functions and to prevent juvenile delinquency and crime...."

Duties and Responsibilities of the Security Resource Officer:

- The security resource officer strives to increase student understanding and respect for law enforcement through interaction with students in informal situations.
- He serves as a resource person in talks to classes and assemblies and receives himself in safety programs of an educational nature.
- His actions should reflect an understanding of the responsibility of school staff in resolving student behavior.
- Upon request he assists at school functions involving large crowds.
- Through routine patrol he protects students off school grounds and between home and school.

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- He serves as a source of information about city and community agencies involved in governmental functions and interprets city laws.

- He has access to routine school information, such as names, addresses and telephone numbers. The principal or other professional person may share records of a more confidential nature with him.

- He may participate in case conferences, at the discretion of the principal, especially where potential delinquency is a factor. But he does not assume the role of a case worker or counselor.

- If he interviews a student in school it must be in the presence of the principal or designated representative. If the child must be removed from the school, the parent or guardian must be notified in advance. If parents desire to be present during an interview they shall be permitted.

- He informs the principal concerning apprehension of students. The principal may ask him to verify the referral of students to law enforcement agencies or the courts.

- If he refers students to other community agencies these are to be made in accordance with regular school procedures.

- In emergency situations he may take direct action to apprehend persons committing a serious unlawful act in school.

- He contributes helpful information to school guidance counselors concerning individuals, neighborhoods and families.

- He confers with parents, pupils and individuals in the community on pre-delinquent and delinquent behavior.

- He represents police and courts as a consultant in law enforcement and juvenile problems.

- He provides service to neighborhood merchants and residents in school-related problems.

The Security Resource Officer as an Instructional Resource:

The security resource officer can serve as an instructional resource person in the following ways:

- He can assist in orientation meetings for students, faculty and community.

- He can give short talks at elementary schools, acquaint pupils with police scout car, help with PTA programs as a speaker, provide information about specific pupils and help with school safety programs.

- At secondary schools he can be a valuable resource for classes studying vocations, law and order, black culture, crowd psychology, the mechanics of traffic engineering, driver education and health.

THE INSURANCE PROBLEM

"A steel vault encased in concrete at the bottom of the bay" is about the only thing schools can insure against fire. This lament by Supt. Joseph F. Sach of Asbury Park, N.J., in an article on the "insurance problem," is an understatement. But it's the kind of lament being heard with increasing frequency.

Many school administrators point out that only a few years ago schools were rated by the insurance industry as "good risks." Now this has changed, and school districts all over the country are reporting difficulty in obtaining insurance. Half the districts answering the Education U.S.A. survey said rates have increased. Many are either paying higher premiums, higher deductibles or, in all too many instances, having policies cancelled or flatly rejected.

About half those responding to the Education U.S.A. survey reported an increase in rates, although they had an increase in vandalism. The others, including several self-insured big city districts, reported they were victims of increased theft, vandalism and violence.

Insurance officials say it is this increase in theft, vandalism and violence, often leading to arson, that has caused the increase in rates, deductibles, cancellations and outright refusals of insurance. Frank E. Harrington, senior vice president of insurance Co. of North America, explained the reason for the outbreak of insurance in schools: "Today our product is in greater demand than ever before and yet because of the very threat of economic and social circumstances we have been forced to cut back on the availability. As demand has increased, the supply of protection has decreased. For the principle of insurance cannot be made to work profitably in an age of crisis. It can only work where criminal acts are exceptions, where vandalism and arson are rare occurrences, where honesty and self-discipline replace permissiveness, where accidents are accidental and where initiative is not to blame.

"Because we have not yet found a way to make our product available in sufficient quantity to various segments of the public, we are...an embattled and beleaguered industry. We are criticized widely--by public officials, the press and the public. Our public opinion surveys, conducted to help us with a critical sense of self-awareness and to illuminate both problems and opportunities, confirm that we must do a better job of both service and communication to enhance our reputation." However, many school officials do not buy the explanations of an industry going broke. They say "no facts and figures have been presented." They claim "the insurance industry is running scared." But the industry counters: "How do you rate a social risk?"

Help on the Way?

If insurance companies can't handle the growing cost of theft, vandalism, arson and violence, who can? The answer to many school officials is federal or state intervention, an idea the insurance industry dislikes. In the past few years, some states and the federal government have passed laws or adopted plans which can help many beleaguered school districts. Major among these is the federally backed Fair Access to Insurance Requirements (FAIR) plan. The plan, under the direction of the Dept. of Housing and Urban Development (HUD), provides aid in obtaining "essential property insurance" in high-risk areas. This, according to HUD, provides for "insurance against direct loss to property as defined and limited in standard fire policies and to (1) extended coverage, and (2) vandalism and malicious mischief endorsements thereon, as approved by the state insurance authority." To qualify for insurance aid under the FAIR plan, the state must participate. HUD lists 26 states, the District of Columbia and Puerto Rico as participants. Information about the plan can be obtained from HUD regional offices located in New York, Philadelphia, Atlanta, Chicago, Fort Worth, San Francisco, Seattle, Los Angeles and San Juan, Puerto Rico.

In addition to the FAIR plan, the HUD Act of 1970 says the federal government may enter directly into the business of selling crime insurance as of Aug. 1, 1971, in states where no such insurance is now available.

A number of states are also moving in the direction of easing the insurance problem. Two laws recently passed a tax preferring borrowed money, which make it possible for many districts to purchase insurance. Formerly they had been barred insurance because of tax rates. Twelve states also have "open competition" laws which allow more bidders access to local contracts. However, it has been noted that in Florida rates have been substantially going up under such a law. Some states have also passed laws permitting school districts to become self-insured. And many big city districts, such as Los Angeles, New York, Chicago and Atlanta, are largely self-insured.

A Suggested Risk Management Program

In addition to exploring available federal and state help for insurance, there are management practices beyond good housekeeping, security and protection devices which schools can adopt to make more than an equitable insurance risk. One "risk management program" is detailed in Risk Management in Public Schools by Ivan E. Bokkino of Hinsdale, Ill. He sets forth 10 recommended risk management practices with suggested audits of each program as administrative procedure, risk identification and analysis, loss prevention and safety, records, insurance provisions and claims and adjustment.

Bokkino outlines the need for a new look by public schools to establishing and administering risk insurance: "The expanding scope of insurance programs, changes in property values, increased costs of buildings, construction of the principles of procurement insurance and changes in social insurance make it imperative that we look at the policies and practices used by public schools in establishing and administering risk and insurance management programs. The insurance needs of local districts will differ because of factors of age of

facilities, construction, location and protected storage. However, there are certain practices and policies that still contribute to better risk management and protection and may lead to more economical costs." Roberts adds: "The first part of the risk management program is identification and analysis of risk. The risk must be assumed, shared, eliminated or insured. The answer may come from a better practice or policy for loss prevention and safety or an alteration to an existing building or facility, or it may call for a concerted effort on the part of the student body. If, on the other hand, it is impossible to use a facility, a practice or procedure without risk, it may be decided to eliminate the activity or use and thus remove the risk. If the risk is necessary, the district can then assume the responsibility for budgeting funds or transferring the risk to a commercial insurance company."

The Roberts program offers these suggestions:

- The local district should establish a risk management program with risk identification and analysis, a loss prevention and safety program, an insurance program, a claims program and a records program. Each district should recognize that a risk management program is an individualized program, constructed to meet the needs of that specific district.

- Districts should develop a statement of policy to serve as the guideline for risk management.

- The board of education should appoint one school official to be responsible for the risk management program. The board should use this responsibility as time consuming and consider the personnel carefully with regard to time available for the supervision of such a program and the training of personnel in managing a risk program.

- The person responsible for the program should establish and maintain a training program for district personnel in all areas of risk management.

- The risk manager should activate the supervision and involvement of all persons and students in the loss prevention and safety program. The risk manager should involve specialists in the program, if possible.

- Records of all facets of the risk management program should be complete, current and readily available for use in the district insurance program. Special forms should be developed for reporting purposes.

- The risk manager should establish and maintain current insurance and contracts appraisals.

- All types of insurance protection and insurance companies should be considered in placing insurance business. All means of economies in purchasing insurance protection should be considered by the risk manager and incorporated in specifications and discussions in insurance companies.

- The risk manager should create an awareness, not fear, of risks on the part of district personnel.

- The risk program should be reviewed in the entirety at regular intervals.

[illegible] with Students

[illegible] academic credit [illegible] of the readiness and work of the students, involving them in [illegible] progress is a must. Again, there are no pat answers. One often suggested answer is that school officials involve students in all kinds of decisions that affect them, from dress and hair codes to curriculum. The Tyrannus answer, which referred to the principal as the "man-in-the-middle," said that the principal, especially in [illegible] time, cannot be "oppressed" by a lesser official." And, the report said, the principal must be "a more good listener...must be alert to ways to rectify [illegible], whether epidemic or other normal annoyance...must produce cogent, frequent proof to students and the school's community that the administration is really working on the problems they all have--not carrying students and parents or, worse, buying them. The new kind of administrator or teacher that city youngsters can spot quickly and classify in a flash."

The report gave the following hints regarding [illegible]:

- [illegible] that [illegible] among the newly available [illegible] yourself and one other competent to do [illegible]. "No [illegible] work hard to create a [illegible] and productivity of [illegible]."

- [illegible] a "test" for [illegible] might respond to a [illegible].

- [illegible] to [illegible] [illegible] of an [illegible] [illegible] a [illegible]." If [illegible] or a [illegible] [illegible] [illegible] "[illegible]" [illegible].

Numerous useful programs have been developed to involve students. Here are examples:

[illegible] (The [illegible] [illegible]) has a series of 12 [illegible] to [illegible] [illegible] [illegible]

Other suggestions from schoolmen reporting to Education U.S.A. include getting kindergartners to express ideas on the subject; using community clean-up campaigns to get into the subject and to stimulate pupil cooperation; letting children participate in making their classrooms and schools more attractive; encouraging community youth groups and churches to participate in beautification and vandalism education programs.

Expulsion, Student Discipline and Vandalism

Is expulsion, in-school detention, spanking or tougher discipline the answer--or one of the answers--to increasing vandalism and violence? In the heat of anger, frustration, the shock of particularly destructive or violent incidents, these are often proposed as the first "solutions." Parents and many school officials call for a "crackdown" on "malcontents and hoodlums" and the firing of any school person who can't control them.

Disciplinary measures, however, may be more of an exercise in venting frustration than a realistic solution. Expulsion causes a real dilemma in many school districts and results in many of the so-called "outsiders" causing problems. Yet there is debate on the issue.

Some principals feel that short-term expulsion--several days--is avoiding the issue. This point was made by the New York High School Principals Assn., which said that New York's short-term expulsion policy only briefly interrupted some students from their mischief making and destruction. An association spokesman said in 1969, when the district's security guard program was being proposed, that it "...does not provide for any real method for educating the hostile, the arrogant and the criminal."

On the same subject, another New York City educator said 80% of the problem could be stopped if the schools could be freed of 4,000 to 5,000 students who are causing difficulties. Another critic declared: "You have kids in schools who are guilty of assault, arson, rape and dope pushing. They are suspended and back in school in one day." He added that for some reason many city and other officials feel the schools can handle them, although the jails and other social agencies can't. Someone has to realize that "some kids are not educable," he said.

The Syracuse survey noted that all the high schools it studied "retain the age-old power and practice of suspension and expulsion." It pointed out that "overcrowding" has been used as an excuse for dismissal--in many cases, without the benefit of due process.

"The dilemmas are real," said the report. "A few disruptive students can make it quite impossible for the majority in the school community to carry on normal educational functions. On the other hand, throwing disruptive students out of school is likely to increase delinquent behavior in the wider community and to produce a nucleus of very real 'outside agitators' who return to the school building or its periphery for purposes of further disruption."

San Francisco's James J. Hamrock also stressed the suspension problem in his testimony to the California committee probing attacks on teachers.

Suspension, he said, seems to create drifters from school to school. He noted that in 1963-64 San Francisco had 5,800 students on suspension. This figure went up to 14,288 in 1969-70.

The Senate Subcommittee on Juvenile Delinquency claimed in its 1970 report that many schools encourage unruly students by taking the wrong action first. The minimum step is to remove them, the subcommittee said. "Then, the next step is to treat them." The Syracuse survey also stressed that disruptive children should be treated, rather than disciplined. It said the practice of requiring suspended or expelled pupils to bring a parent or other adult to school with them in order to be reinstated "can brutalize the troubled and troublesome youngster even further by involving punishment-prone parents in the disciplinary process."

Detention, such as forced study halls, dark closets or a prison-like atmosphere, while providing a "custodial function," probably does no more good than prison does for criminals. The rate of recidivism is high in both cases. Rather, the report stressed, the answer might lie in attempting the more expensive and more difficult humane approach of the "positive influence of able guidance counselors or supervisory personnel who take the time and trouble to work with a disturbed youngster."

The social costs of "detention psychology" are inordinately greater than those of "intelligent, psychological rehabilitation," the report said. But too few schools understand this reality and fewer have tried a more positive approach. "The most exemplary practices we have observed in a number of urban settings have involved special schools for the 'unruly,'" the report said. "These are usually designed to be short-run, socializing agencies (often with non-school environment) in which intensive efforts are made to 'get through' to the student, to discern the nature of his problem and to help him in a personal way back to the heightened socialized motivations. An example of this type of public institution is the '600' schools in New York City. Private examples in New York state would be Children's Village in Westchester County or St. Christopher's School at Dobbs Ferry. Unfortunately, such arrangements are rare. Far more common are practices symbolized...by an old and decaying high school in the east where students in detention spend their time copying the Bill of Rights over and over again."

Of course, there are numerous other examples of schools attempting to deal with troubled and troublesome youngsters in a positive way. California requires that all districts provide continuation high schools. Students in these schools are usually the dropouts, the "turned off," the troubled and the troublesome. In an attempt to prevent these schools from being primarily custodial institutions, many of the better ones try to provide individualized programs for their students, who often have jobs and attend school only part time. San Francisco's Opportunity High School has received glowing praise from some of its students. They urged the school board to approve another like it. Said one student: "It's really pathetic that there are a lot of kids walking the street with no school to go to, and even with no home to go to, and some are selling dope. Opportunity High provides part of the answer."

There is no evidence to show that a "crackdown" in discipline, spanking, suspension or expulsion does much more than intensify the problem in many

cases and in too many school districts. There have been no concrete, positive results even in cities which have laws punishing parents for the acts of their delinquent children.

Restitution: A Part of the Battle

About two-thirds of the districts responding to the Education U.S.A. survey reported they take civil action against pupils (or parents) when vandalism guilt is established. This at first is usually a request for the parent to pay the damages or a portion of them (some states have a limit). If the request is ignored, action is taken in small claims or superior court.

However, school officials say the amounts recovered are "minimal," "disappointing" or "very low." A number of them complained that they get little cooperation from the courts. Many children involved in vandalism come from poor homes where deprivation exists and restitution is impossible. Other deviant children often hold financial responsibility laws as a club over the heads of their parents.

Though they do not have high hopes that vigorous attempts at restitution will have any dramatic effect on curbing vandalism, many school officials are making such programs a part of their overall battle against vandalism. Evidence can be found in the Baltimore report which shows that the average collected in restitution on a per-pupil basis rose steadily from 1966 to 1969.

In the 1966-67 report, for example, the gross per-pupil loss for the 30 reporting districts was $1.20 and restitution averaged 7 cents, an average net loss of $1.13. In 1967-68, gross loss was $1.87 with restitution increasing to 18 cents, a net loss of $1.69. In 1968-69, gross loss was $1.91 with restitution up to 28 cents, a net loss of $1.63.

Los Angeles is among the districts vigorously pursuing restitution. It told Education U.S.A. it was pressing a policy of taking parents to court to pay for damages caused by their children. In November 1970, suits against parents had passed the $100,000 mark. Damage awards had reached the $17,391 mark. Many of the cases were listed as "pending." Los Angeles also reported that the district had won 69 of 90 cases filed in 1969. The district had recovered $21,203 in direct collection efforts in 1969-70. A district report notes that letters are sent to parents demanding payment if the damage is over $20. As many as five letters are sent before court action is initiated.

A number of districts make students work off their debts for vandalism damage. Oklahoma City follows this policy. It also may notify parents that the student's report card will be withheld until damages are paid or a student work agreement is arrived at. Bud Tatum, director of the Oklahoma City schools' security department, said the work system is generally for students whose parents can't afford to pay for damages. The student can work off the debt at $1.75 to $2 an hour, performing gardening and other tasks.

"Sometimes, where painting is involved, the district may furnish the paint," said Tatum. "But we make the child do the painting, to cover up whatever he's written on the wall. The approach depends on the circumstances."

COMMUNITY INVOLVEMENT: AN ESSENTIAL INGREDIENT

Most school officials responding to Education U.S.A. queries said the answer to ending, or at least drastically minimizing, vandalism and violence lies in the community. They said parents, students and citizens must be involved "completely." They seemed to agree with the Syracuse survey: "A community which does not feel it has effective ways to make use of the high stakes it has in its school will treat that school in a negative way."

Getting the community involved, however, is not simple. Apathy, suspicion, pointing the finger of blame at others or at the schools, all exist in the community. Many school districts are exploring ways to overcome this community inertia and suspicion. Programs being tried are often referred to as *action* rather than *reaction* programs.

Flint Shows How It's Done

A "lighthouse program" for involving the community, the Flint Community School Program, is being emulated by more than 600 districts. The Flint program was started in 1935 with $6,000 contributed by the Charles Stewart Mott Foundation of Flint.

Initially it was an after-school recreational program for youngsters in six schools. The program now involves 82,000 persons per week. This means schools are operated 3,800 hours annually instead of the traditional 1,400.

In-school and after-school activities under the direction of a community school coordinator in each school include adult education, recreation, arts and crafts, health clinics and forums, teen counseling, social enrichment, job counseling and placement, the police-school liaison program, regional counseling teams, personalized curriculum programs, preschool programs and crime and delinquency prevention programs.

To carry on these programs, the Mott Foundation has contributed an estimated $30 million to the Flint schools. Flint spends about 5% of its school budget on the programs and Flint educators credit the programs and their influence on the community for the passage of eight successive tax-increase elections in 10 years.

Asst. Supt. Peter L. Clancy, director of the Flint program, claims it is preventing vandalism. "We have very specific, concrete results," he says. "The teenagers think of the schools as the place they play basketball--their place--and they don't throw rocks at it."

Flint has about 15,000 visitors a year who come to study the program, says Clancy. "And most of the visitors are astonished at the good condition of schools that are 30 to 40 years old. There's exciting action on the mile, for example.... We even roller skate on the gymnasium floors, with special skate wheels. We've found it impossible to wear out a school."

Flint is not entirely free of vandalism, says Clancy. He points out, however, that the schools are open to the community every night for various programs, some until 11:30 p.m., and all day Saturday. Clancy says the vandalism that has occurred, in several of the "inner-city schools," happened after the schools closed on Saturday or on Sunday. "Out of 30 schools, there are only about three where we have had vandalism and that's usually glass breakage," says Clancy.

The Flint schools became involved in a total community-school program because the 1935 recreational experiment to use schools did little to eliminate juvenile crime. While thousands of children participated in the early program, juvenile crime was not deterred.

"Investigations revealed that children behaved well on the playground," says a brochure on the program, "but when they returned to ragtag homes, they reverted to the influences of their environment. Thus a second need was recognized."

This second need was that something had to be done to help families with delinquent children, especially those from deprived homes. So visiting teachers were trained to go into the homes and, as the brochure relates, "the tragic conditions provided the impetus for the first stirrings of an adult education program." Also out of this nucleus came the numerous other programs that make up Flint's school-community concept.

Flint stresses that what the Director is doing "is not original." But it is "long-lived, broad in scope and of value in proving the worth of community assumption of responsibility for solving community problems."

The programs used by Flint are varied:

- Better Tomorrow for Urban Child--This is a preschool program aimed at more effective citizenship, including raising the level of school readiness, developing motivation for learning, improving the child's self-image and improving teacher-community relationships. The program consists of six major segments: prekindergarten, inservice training, health, curriculum development, enrichment through community schools program, provision of instructional materials.

- Boys Crime and Delinquency Prevention Program--This is a county jail rehabilitation program which offers high school courses, testing, group therapy, remedial reading, job placement, work release and follow-up services to inmates. Also included is a position action program for youth on probation, a juvenile home enrichment program and police-school cadets.

- Regional Team Approach to Pupil Welfare Problems--See the section for this program on the following page.

REGIONAL TEAM APPROACH TO PUPIL WELFARE PROBLEMS
PROBLEM
Upon identification of a problem, the problem is referred to the chairman of the Regional Counseling Team for appropriate action
Referral may originate with:
Principal
Teacher
Nurse
Member of Counseling Team
Community Agency
Parent
Citizen
Community
Counseling Team
At a regular meeting of the Team, the Team secretary will:
a. Determine the nature of the problem
b. Set up the case conference at the appropriate time and place
Case Conference Committee
a. Make preliminary study of problem
b. Incorporate data in pupil
c. Decide on further diagnosis and/or treatment and or referral
d. Set up further conference if necessary
Implementation Members
Implementation of the Case Conference Committee will be carried on by various members who need to be involved, each carrying on with whatever skill he may have for the diagnosis or treatment of the problem.
Evaluating and Reporting
The implementation members will make regular progress reports to the Case Conference Committee, and will make referrals to outside agencies through Pupil Personnel Services.
Counseling Team
1. Dean of Students
2. Head of Counseling
3. Nurse Counselor
4. Visiting Teacher
5. Police Counselor
Case Conference Committee
1. Counseling Team
2. Representative from school involved, such as:
3. Representative from Pupil Personnel Services
4. Representative from Community Agencies, such as:
Principal
Nurse
Teacher
Parochial
County
Community School Director
Court
Child Guidance
Family Agencies
Urban League
Implementation Members
Any of the Personnel from the Case Conference Committee, who are involved with diagnosis and or treatment.

Flint lists positive results from its programs. Among them:

- The program avoids duplication of efforts by public agencies. It also encourages other agencies, as well as the schools, to be responsive to human needs.
- The program encourages many adults to obtain a high school diploma and to continue with their education.
- Support has existed and snowballed for such agencies as Red Feather, YMCA, YWCA, Boy Scouts, Girl Scouts, Big Brothers and others.
- Enlightenment of broad segments of the community has led to progress in correcting social injustices.
- Flint was the first major American city to elect a black mayor and the first to pass a referendum favoring an open occupancy ordinance.

For more information on the Flint Community School Program, write: Mr. Ernest Community School Education Dept., 923 E. Kearsley St., Flint, Mich. 48503.

APPENDIX

RECOMMENDATIONS FOR SECURITY

The San Augustine City School District has developed a Manual on Property Protection which was distributed to all District schools. Excerpts from the manual follow:

PLANT SECURITY

The first consideration in the care and protection of property is the matter of plant security. This can be determined only by a physical survey of the buildings and grounds in order to check their vulnerability to attack. Those making such surveys should consider plant security in relation to both modifications to protective and attractive to professional burglars who are seeking money, audio-visual equipment, business machines, etc. Other areas of difficulty also are discussed for the purpose of drawing attention to dangers other than those of theft and vandalism.

Doors and Windows

All outside openings should receive special attention. Doors should be examined as to the type of glass in the panels, if any, and the possibility that the glass might easily be removed or broken out permitting reaching the inside latch or lock for the purpose of opening the door. Door locks should be examined to determine whether they are in good condition or may be "tripped" by insertion of a knife blade or similar object. The space between double doors may require the fastening of a metal plate to eliminate the possible insertion of a wire and thus the operation of the panic bar.

The height of windows above the ground should be considered as well as whether they may be observed from the street or neighboring houses. Windows and doors that are concealed from view by trees or shrubs provide burglars with excellent points of entry into buildings. If windows seem especially vulnerable, it may be deemed necessary to install heavy screens, bars or grills.

Roofs

Easy access to roofs constitutes a hazard which should be eliminated if possible, and roof hatches should be fastened securely from the inside in order to avoid entry via this route. Chronic to general concession, the Fire Department has approved securing roof hatches "provided that the method of securing does not prevent reasonably fast access to the roof for emergency purposes." Fireproof windows which provide easy ingress from roofs into classrooms or offices should be provided with safety mechanisms to prevent such entry.

Fences

Fences serve a dual purpose. They are, most importantly, erected to prevent children from running from the school grounds into the streets with the possibility of injury, but they also serve the purpose of discouraging entry to the grounds and buildings. Attention should be directed to the complete enclosure of grounds, and at the point where fences connect with buildings it should be ascertained whether the circumstances themselves provide a means of climbing over the fence. Gates should be locked when school is not in session. The erection of fences and the careful securing of gates eliminate the probability that school premises may become public thoroughfares.

Fire Hazards

No security survey is complete without consideration of fire hazards. The entire plant and grounds should be carefully examined with regard to locations of combustible materials, and where dangers exists the situations should be remedied immediately. Such conditions should not be allowed to accrue, even temporarily. The handling, storage and moving about of inflammable materials should receive continuous attention.

EQUIPMENT AGENCY

A careful survey of the interior of a plant will determine the purposes of equipment to attract by burglars seeking to remove it away. One important point to consider in whether a specific piece of equipment is in the best location in relationship to its frequency of use. Past experiences have proved that equipment getting infrequent use is too often left in a vulnerable location when not in use. Where practicable, equipment not given an inconspicuous would be encountered by keeping it safely locked away when not in use. This particularly applies to such items as projectors, radios, transcription machines, typewriters, etc. When business machines are placed in a permanent location, locating machines in rooms elsewhere, they should be bolted securely to tables or desks. This has been done in many school plants with extremely good results. Another suggestion is that typing rooms be located on upper floors. Burglars like to strike fast and run, and are not likely to spend much time with equipment on account and an intruder.

Safewalls and Closets

There has been much comment regarding the locking of cupboards. Some administrators feel that they should not be locked because a problem here in arousing the concerns can force the doors and consequently damage results. This same principle might be applied to other situations, even to the locking of doors and windows of school buildings, since anyone determined to force an entry can do so by the application of the necessary force. However, since many entries may be discouraged, it is recommended that cupboards be securely locked at all times. Many school administrators, in evaluating the physical facilities of their plants, make a determination as to the best location for

pivoting equipment which is not in constant use. The best location seems to be a closet with a solid door, a good lock and with an exterior window. If practical, the selection of several such locations is recommended.

Bungalows

Bungalows and other isolated buildings are targets for break-ins; therefore, a minimum of equipment should be kept there. Work equipment in stations from isolated buildings, particularly from bungalows, which that are usually of less sturdy construction and are comparatively easy to break into. Bungalows have been the subject of many arson cases, and this factor should be considered in the storing of valuable equipment which might be destroyed by fire and in the storing of inflammable liquids such as paint thinners, etc. Bungalow windows should be equipped with shades or venetian blinds that may be drawn when not in use to prevent "casing" of equipment and supplies which must be left in the building because it is impractical to remove them each night.

INVENTORIES

Keeping accurate inventories is a definite responsibility of administrators. Valuable equipment is entrusted to their care, and the absence of a complete, accurate and up-to-date inventory, in addition to placing a lack of protection to such matters, may prove to be embarrassing if the administrator is subpoenaed into court. Which he may well be, to testify regarding the identity and ownership of equipment placed in the school or office.

Inventories, to be useful to users, must be current. A complete inventory must be taken at least once a year. In addition to being provable and complete, an inventory must have the signatures of the persons who conducted it. It is important that one person be responsible for these records and that this person be prepared to identify that he (or she) personally read and recorded the serial numbers and other descriptions of each item.

The most valuable inventory to use to which the permanent location of each item of equipment is noted. In cases where equipment is moved from room to room a notation should be made showing such relocations in order to assure control and responsibility. This method also provides a speedy means of accurately reporting losses in case a burglary takes place.

MAN-HR RECS

One item of theft which causes great inconvenience to employees of the Los Angeles City School Districts, as well as being a source of considerable loss of Board of Education property, is that of the auto-to burglar. This person enters school buildings, during daytime hours, for the sole purpose of obtaining a theft. His method of operation is to move about the buildings or to get out of unoccupied classrooms seeking an opportunity to steal a purse

[illegible]

[illegible]

[illegible]

APPENDIX

The Dade County (Fla.) Public School District has prepared the following form letter to send to parents of children involved in damage to its schools:

May 1, 1969

XXXXXXXXXXXXXXXXXXXX
XXXXXXXXXXXXXXXXXXXX
XXXXXXXXXXXXXXXXXXXX

Dear XXXXXXXXXXXXXX:

The following information has come to the attention of this office regarding damage to public school property by your child:

Name: XXXXXXXXXXXXXXXXXXXXXXXXXXXXXX
School Involved and Date: Melrose Elementary
From October 1967
To September 1968
Total Cost: $133.99 Your Share: $66.99

Under the Florida Parent Responsibility Law (Florida Statutes 45.20), the parents of a minor child are liable for such damage. Will you, therefore, please use the enclosed envelope to mail a check or money order for your share made payable to the DADE COUNTY BOARD OF PUBLIC INSTRUCTION.

Your prompt attention to this matter will be appreciated.

Sincerely yours,

John W. Tyler, Director
Security Department

Enclosure
cc: Principal

Other Reports by the Editors of Education U.S.A.

Black Studies in Schools. A roundup of successful programs and policies across the nation—what school systems are doing about black and other ethnic studies programs. #411-12786. 68 pp. $4.

Differentiated Staffing: A Review of Current Policies and Programs. Tells how some schools are using this new way of deploying and paying teachers and whether it works. #411-12754. 1970. 52 pp. $4.

Environment and the Schools: Pioneer Programs Set the Pace for States and Districts. What's happening in school districts, state legislatures, higher education and nationwide programs concerning environmental education. Includes guidelines, sample programs, reading and film lists, and a summary of the Environmental Education Act of 1970. #411-12782. 1971. 56 pp. $4.

Federal Aid: New Directions for Education in 1970-71. Reports appropriations for 1970-71 and the 1970 amendments. Explains in detail new amendments affecting federal funding. Includes a guide to all U.S. Office of Education programs for 1971. #411-12776. 48 pp. $4.

Individualization in Schools: The Challenge and the Options. An examination of individualization programs, including their impact, goals, costs and results; whether students learn more; what the critics say. Detailed descriptions of eight major systems, including IPI, PLAN, IGE, IMS and PLATO. #411-12792. 1971. 64 pp. $4.

Preschool Breakthrough: What Works in Early Childhood Education. Comprehensive report on what's happening in early childhood education, including descriptions of federal programs, working projects, research and trends. Specific how-to advice for those seeking to set up programs for preschoolers. #411-12774. 1970. 48 pp. $4.

Reading Crisis: The Problem and Suggested Solutions. A roundup of the most significant recent discoveries on reading problems and a guide to supervisory and teaching techniques that work. Gives step-by-step suggestions to help teachers diagnose reading difficulties, measure reading levels, pinpoint weaknesses. #411-12766. 1970. 56 pp. $4.

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